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A Bad Lesson

SECRETARY of Labor William N. Doak has ruled that young people in American colleges who are here under the non-quota student provision of the immigration law become liable to arrest and deportation if they cut lawns, stoke furnaces, wash dishes, tend babies to earn money for tuition, textbooks or living expenses as do their fellow-students of American citizenship. In a total campus population of nearly a million, there are about ten thousand foreign students, of whom perhaps twenty-five hundred come under the "no work" regulation. Competition is thus a negligible factor. Defending his order, Secretary Doak insists that, in view of the unemployment situation, vacation and part-time jobs should be reserved for young Americans earning their way through college. Labor Department officials admit that no request for such protection has been received from college students or from college authorities.

The regulation was denounced as "reactionary, stupid and clearly against the interests of the American people and their influence in the world" by President Butler of Columbia University, where more than seven hundred foreign students are affected by the new interpretation of the immigration law. William John Cooper, commissioner of education, in a press statement asserted that the "whole purpose of student exchange and of the granting of a non-quota status to alien students, which is the encouragement of international good-will, is interfered with if not wrecked by this regulation if it is enforced." John H. MacCracken, associate director of the American Council of Education, deplores the ruling and holds that an order which suddenly and without warning deprives students of the right to work is "unnecessary, cruel and unworthy of the nation."

Educators are taking the lead in an effort to have the order rescinded.

Save the Nurses—It Pays

THE blind spot that seems to simple souls so prevalent among municipal economists was never more in evidence than just now in New York where the care of the sick poor is a steadily increasing charge on community resources. For nearly forty years Henry Street nurses have demonstrated that the sick may in the majority of cases be cared for in their own homes as safely and as well as in the hospitals and at a fraction of the cost. Yet at this time, with municipal hospitals congested and the number of persons unable to pay the costs of illness rapidly rising, the city authorities seem blind to the simple economics of the situation. The average cost per day for the care of a sick person in a city hospital is $3.58—$6.06 in a communicable disease hospital. The cost per visit of a Henry Street nurse is $1.15. A person with an average illness, says Dr. Alec N. Thomson, secretary of the Kings County Medical Society, may receive adequate medical and nursing care at home for a week at the cost of his treatment for two days in a hospital. It takes no Einstein to figure out how the city would gain by arranging to care for the sick in their homes.

For many years the visiting nurse organizations of New York have relieved the city of a substantial share of the cost of caring for the sick poor. In normal years almost two thirds of the visits of Henry Street nurses were to people who could pay nothing at all or at most a nominal fee—a dime or a quarter perhaps, as a brave gesture of self-respect. But now, after the third winter of unemployment, the number who cannot pay anything has become an army; another army of new poor, people who always before have paid for full-time nurses, are calling for visiting-nurse service at a fraction of its actual cost; and added to them all are thousands of patients sent by the over-burdened relief agencies, the City Home Relief Bureau and by crowded city institutions. Henry Street nurses during the first ten months of this year made over 423,000 visits, an enormous increase over any previous record. And with this overload of work has come a shrinkage of income, contributions as well as earnings, which puts the organization in such straits that unless substantial help comes soon its free service must for the first time in its history be sharply curtailed.

And then what will the city do? Its hospitals are full and have been for many months. The winter will bring increased demands upon them. Last year nurses from Henry Street cared for more than 13,000 mothers before or after childbirth and tended more than 10,000 newborn babies. Is the city prepared to take this on if the nursing service breaks down?

Under the Wickes Law, which created the Temporary Emergency Relief Administration, New York City has authority to provide for the home care of the destitute sick

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unemployed with 40 percent of the cost of that care refunded by the state. When the unemployment situation became acute and difficulties now critical first became apparent, the county medical societies and the visiting-nurse services of the city formulated a plan for the whole care of the sick eligible for state relief by which neighborhood doctors would attend at an agreed fee of $2 and visiting-nurse services would give care at $1 per visit. The plan was approved by the Welfare Council's Coordinating Committee acting in its capacity as adviser to the commissioner of public welfare and was accepted by the Home Relief Bureau. But no funds were especially earmarked for the purpose and so great was the pressure on the Bureau for the bare necessities of food and shelter that the plan was never put into effective operation. The general impression seemed to be that some way, somehow, the doctors and nurses would carry on—but the nurses, regretfully, sorrowfully, are fast coming to the place where they can go no farther.

As this is written Felix M. Warburg and Lillian D. Wald, spokesmen for the destitute sick unemployed of the city, are urging on the authorities an assured appropriation of $5000 or $10,000 a month to make a beginning in home-nursing care for the families under the care of the Home Relief Bureau. Unfortunately this request is made at a moment when the economy axe is cutting wide swaths in city services. No one quarrels about the sharp necessity for municipal economy but to deny or postpone this appropriation is an economy so short-sighted as to merit no consideration whatsoever. It threatens to bring to city institutions a load which will break their backs and to thousands of helpless people, worn down by months of anxiety and deprivation, fresh burdens of hardship and suffering. And in plain dollars and cents it just doesn't add up. The appropriation should be made—and quickly. The only thing that can be said against it is that it doesn't begin to be enough.

The Government's Job

NOW and again there comes a story of "peonage" from the South, of Negro laborers held in virtual slavery, forced to work for wages far below the subsistence level, of long hours, miserable working conditions, dishonest accounting, brutal punishment. Such a story is contained in the report of a survey of conditions among Negroes, not on Georgia highways nor back-country plantations, but on a federal job, the Mississippi Flood Control Project. It was recently laid before General G. B. Pillsbury, assistant chief of engineers, by Helen Boardman, a former Red Cross worker, who visited twenty-two labor camps as an investigator for the National Association for the Advancement of Colored People, obtaining her data by her own observation, by interviewing white contractors and foremen, editors, welfare workers, and those of the Negro laborers not too intimidated to talk.

Miss Boardman stated that in the contractors' camps conditions for Negroes were, without exception, "unspeakable," though in the same camps white workers were comfortably housed, well fed and well paid. In spite of the fact that the project is ahead of schedule, Negro laborers work from 12 to 16 hours a day, even those who toil in mosquito-infested swamps, where the mercury often stood at 120 during the heat of the summer days when she was making her study. The wage-rates run from $1 to $2.50 a day, the paydays are irregular, and in many instances deductions for "tent rent," supplies from the commissaries (run by the contractors), drinking water and so on leave the worker with no cash balance to his credit. Further, she reported,

> brutality in the camps is the rule. . . . Women were beaten for not having meals ready on time. Two men were beaten and discharged for refusing night work after having worked all day. Some of the contractors and foremen were armed with rifles. I saw them myself. . . . All the workers were terrified and afraid to talk. They would talk only if no white people other than myself were in sight, and then only if they were introduced by someone whom they knew.

Miss Boardman blamed the contract system used by the War Department for the worst abuses. At the government camp at Wayside, Miss., she reported that conditions were much better, with higher wages, sanitary conditions, no commissary, regular paydays with "nothing withheld on any pretext." Even at this camp, however, the men were working twelve hours on both day and night shifts.

Senator Wagner of New York has promised the N. A. A. C. P. that he will introduce a resolution calling for a Senatorial investigation of the conditions reported in the Mississippi River camps.

Why Miners Strike

BATTLE, murder and sudden death in southern Illinois keep the soft-coal miners of District 12 in the news. The trouble started last summer when officials of the United Mine Workers of America accepted a cut in the basic wage-rate from $6.10 to $5 a day. Since 1928, when John L. Lewis, president of the U. M. W., negotiated the agreement that sent the rate from $7.50 to $6.10, the miners' earnings have averaged $500 to $700 a year. The membership rejected the new cut by a vote of 25,000 to 10,000. Union officials ordered another referendum. There were open charges of fraud when district officials announced the second set of ballots had been stolen. President Lewis immediately declared a state of emergency and signed the agreement. Violence has marked the strike that followed. Late last month, for example, National Guardsmen protecting men returning to the Peabody Coal Company mines, contributed tear gas and fixed bayonets to the strained industrial relations at Taylorville. One man was killed and a score of others stabbed, shot or beaten up in a riot in Springfield.

The 25,000 strikers are up in arms not only against the operators but against the "Lewis machine," which they claim has "sold them out." The public, seeing only the wage-rate and not the annual earnings nor the union politics, has little sympathy with their cause at a time when $5 a day is important money. The insurgents are loosely organized, their leaders inexperienced, their war chest meager. The Red issue is being raised against them. But in the strikers' stubborn refusal to "come back to the United and be good," as in the yeasty unrest in textiles, many people close to the situation see hope of a "new unionism," the beginning of a young and vigorous labor movement in this country.

As Maine Went

CERTAIN timorous folk are, it is said, shivering in their warm beds these chilly autumn nights at the thought of any political articulateness on the part of the millions of their unemployed fellow-citizens. They should move to Maine, where by reason of an old statute, vestigial evidence of the social philosophy of the eighteenth century, unemployed persons, forced to resort to municipal aid to sustain themselves

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and their families, are disfranchised. The law has been on the statute books well over a hundred years. It was challenged in 1830 but the state supreme court upheld it and in so doing defined a pauper as "anyone who receives municipal aid within the ninety days preceding a state election." Disregarded, practically forgotten for years, the law was dug up in the heat of Maine's recent campaign by Mrs. E. F. Wellman, chairman of the City Board of Registration of Lewiston, who demanded from the overseer of the poor the name of every person of voting age on the relief list. In spite of protests Mrs. Wellman and her board removed from the election rolls the names of 350 citizens whose only offense, so far as any one could discover, was their inability to get enough work to support themselves. The town buzzed and irate citizens petitioned President Hoover, but Mrs. Wellman stood pat, according to The Portland Evening News, with the sage observation, "Elections have been won and lost by less than 350 votes."

Stimulated by Lewiston's example, the Board of Registration in Waterville called for the "pauper" roll, and proceeded to separate 129 voters from the privilege of expressing themselves. Thus a fairly good beginning was made in what, unemployment destitution being what it is, might be extended into a highly useful instrument in practical politics not only in Maine but in other states where similar out-moded laws have been permitted to linger on the statute books.

Here is a suggestion for the various Unemployed Citizens Leagues which are springing up hardily over the country,—a combing of the statute books and a vigorous drive for the removal of laws which in times like these deprive the unemployed destitute citizen of his vote and reduce him at the polls to the stature of an imbecile or a criminal.

Twenty Good Years

MADE up of a series of studies of Negro education and race relations in this country and in Africa, the twenty-year report of the Phelps-Stokes Fund (1911-31) is heartening reading. The greatest improvement in race relations, Anson Phelps Stokes, president of the fund, records, has been "in the southern section of the United States, where a group of younger white men, born since slavery and with the best background of family and education, are entering in increasing numbers into the movement to cooperate with the best Negro group in improving conditions."

Though the gains in Negro education since 1911 have been great, Thomas Jesse Jones, the fund's educational director, points out that a fourth of the Negro children of school age were out of school in 1931. In addition to the studies made by the Phelps-Stokes Fund and its financial contributions to Negro schools, colleges and educational organizations, southern communities have had the aid of many other groups in bringing up the standard of Negro education, notably the Rosenwald, Jeanes and Slater Funds and the General Education Board. With this help, "every type of Negro school from the little rural school to the colleges, universities and professional institutions has improved in quantity and quality." While recent emphasis has been on higher education, Dr. Jones suggests that the time may have come for attention to swing back to elementary schools and practical training.

The sharp need for continuing help from such agencies as the Phelps-Stokes Fund, if the gains of the last twenty years are not to be wiped out by "hard times," is indicated by current reports from the South. In many communities schools are to be open only five or six months this winter for white children, and half that time or less for Negroes. In some counties all schools, white and Negro, are closed.

Play at a Profit

WITH commercial amusement promoters bewailing the ruinous effect of hard times on their enterprises, Playland, the public amusement resort of Westchester County, N. Y., has turned over to the Park Commission the neat profit of $325,000 for the season of 1932, its fifth of operation, proving, it would seem, that people are still willing to pay for amusement of the kind and quality that they want.

From the day it opened, opposed from many quarters and stigmatized as somebody or other's folly, this seven-million-dollar recreation center has never failed to return a profit, and a profit that is not just a matter of bookkeeping. From its income, before it can count itself out of the red, it must pay interest, depreciation, 6 percent of its net to assist in other park maintenance, and must set aside funds to amortize its bonds in eighteen years. That it has done this in bad times as well as good, that it has kept its attractions at a high standard within the reach of the masses of the citizens and has made money besides is proof of the soundness of the original concept and a demonstration of what public management can do if it will.

More people visited Playland this season, just closed, than last but they spent less money. Patronage increased 10.15 percent while gross earnings dropped 13.24 percent. In all 3,823,369 persons visited the resort of whom nearly half came in their own automobiles. Some 825,000 arrived in buses—that's a lot of picnics—and the rest in taxis, boats, afoot and ahorse. The use of the beach gives an inkling of the way people are stretching their pleasure money. Ten-cent admissions to the beach enclosure increased 66 percent, but bathhouse receipts fell off 10 percent, the answer being that people who could no longer pay for a bathhouse got their swim anyway by coming with their bathing suits on under their street clothes.

In Playland, Westchester County has established a social and recreational institution rich in human values, and has made of it a lucrative business.

Instalment Taxes

TO facilitate the payment of taxes at a time when the number of delinquencies is legion, the city council of Detroit has worked out a plan with the banks, whereby the latter will take over the task of receiving taxes paid on the instalment plan, without direct profit to the banks participating. According to Municipal Reference Notes published by the New York Public Library, each depositor in a so-called Taxpayers' Club agrees to make fifty weekly payments in a special bank account totalling the estimated amount of his taxes. The first "club" was opened in June. Accounts cannot be withdrawn by a depositor until June 30, 1933 upon proper presentation of his bank book and withdrawal order as evidenced in his tax notice or statement mailed directly to him by the city treasurer. Perhaps if other cities adopted this plan, which entails no extra burden on the tax-collecting machinery, more taxes would be forthcoming. And incidentally this method encourages habits of thrift in the individual—if anyone needs such training at this time.

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Strategy of the Fourth Year

TO the accompaniment of clicking cameras, under the spreading trees of the White House grounds, President Hoover on September 15 formally opened the Welfare and Relief Mobilization of 1932. Beside him sat Newton D. Baker, chairman of the National Citizens Committee of sixty which the Association of Community Chests and Councils has mustered as "the backbone and spearhead" of the effort to fortify local responsibility for the support of social work. Around him were grouped some thirty men and women of national importance. Before him were an audience of five hundred, hand-picked for their leadership in building and upholding the social-welfare structure of the country.

They were sober and serious people whom Mr. Hoover faced, people worn down by three winters of struggle with the aftermath of economic dislocation with no illusions about the realities of the winter ahead. And it was a sober and serious Mr. Hoover who addressed them, a Mr. Hoover aware of the human equation in the national distress.

> The time has gone by when a depression could be regarded only as a depression of business. It must be regarded now as something deeper, involving a social responsibility not merely for measures helpful to the restoration of business, for fundamentally they are actions on behalf of those whom business has ceased to be able to employ. They are not the authors of the misery which is upon the land. They are its victims.

Four definite tasks, he said, confront the people of this country:

> The first is to see that no man, woman or child shall go hungry or unsheltered through the approaching winter.
>
> The second is to see that our great benevolent agencies for character building, for hospitalization, for care of children and all the vast number of agencies of voluntary solicitude for the less fortunate are maintained in full strength.
>
> The third is to maintain the bedrock principle of our liberties by the full mobilization of individual and local resources and responsibilities.
>
> The fourth is that we may maintain the spiritual impulses in our peoples for generous giving and generous service—in the spirit that each is his brother's keeper.

There were those in the audience who would have liked to take issue with Mr. Hoover in his interpretation of public-health statistics as indicating that "through an aroused sense of public responsibility those in destitution and their children are receiving actually more regular and more adequate health care than even in normal times." And there were those with long memories who cocked an ear at the personal pronoun when he said:

> . . . before the close of the last Congress I secured to the Red Cross 85,000,000 bushels of wheat, 500,000 bales of cotton and an authorization to the Reconstruction Finance Corporation to advance $300,000,000 to such states as could not finance themselves to care for distress.

But there were none who did not welcome his assurance, conveyed in his recognition of Mr. Baker as the successor to Walter S. Gifford, that official effort would not be segregated this winter from private effort. The forces of organization are united under single leadership.

How deep is the confidence in that leadership was indicated by the reception accorded Mr. Baker when he rose to respond to the President's charge. While he in no way minimized the obligation to meet relief needs he emphasized his conviction that

> . . . we must not let the size of the mere relief needs in the present emergency lead us to forget that relief to be wholesome and helpful must be accompanied by the kind of personal interest, which under the name of welfare or character-building work, has become inseparable from relief work in normal times.
>
> We must all be very much concerned to preserve the wholesomeness and self-reliance and civic virtue of our adult unemployed who this winter, for the first time in their lives, must see themselves and their families partially or wholly charges upon the bounty of their fellows. We may be sure that the wounds caused by such dependence are deep. We must do what we can to prevent their being dangerous.

In the luxurious setting of the Mayflower Hotel the conference partook of one of those two-dollar meals which seem indispensable to any consideration of the problems of those whom Senator Pomerene called "God's poor." "In Richmond," said Arthur Guild as he surveyed the tempting mixed grill set before him, "a family of seven has a weekly food allowance of $2." At this session Walter S. Gifford, lately chairman of the President's Organization for Unemployment Relief, reminded his hearers that public relief usually tends to become mass relief and that "to have nothing but mass relief will work an unthinkable hardship on many." The number of those permanently disabled as a result of the depression will depend, he said, upon

> how adequate and intelligent our relief is now and how adequate and sympathetic our reconstruction work is as we come out of the depression . . . for there are many hundreds of thousands whose bodies have been kept alive by public funds, whose courage and patience and ultimate return to normal life are dependent on that army of human sympathy made up of the privately supported societies.

THE summation of the powers and policies of the Reconstruction Finance Corporation made by Atlee Pomerene, chairman of that body was, he said, "the true interpretation of the letter and spirit of the law under which the Reconstruction Finance Corporation must function." An extended report of his remarks will be found elsewhere in these pages.

Professional folk, those on whom rest the lion's share of the obligation to translate the inspiration of the conference into the cold hard terms of money-raising, found good red meat in the addresses of C. M. Bookman of Cincinnati and Louis E. Kirstein of Boston. Both were so sound and realistic that The Survey offers them herewith, in substance, to its readers.

The dinner meeting which closed the formal conference was addressed by Harvey D. Gibson of New York, Fred Hoke of Indianapolis and Joseph Scott of Los Angeles, who served up a melange of the sobriety of the New York financier, the humor of the Hoosier business man and the oratory of the California lawyer. Mr. Baker's final words, five minutes of simple human reasoning, without sound or fury, brought the conference to a close on a high note of courage and resolve.

Meantime Mr. Baker's committee in executive session, had considered its practical plans and undertakings. The purpose of the movement, Mr. Baker said, is:

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to reinforce through all possible national channels of information and stimulation, the efforts in local communities to secure adequate funds this fall for support of total welfare and relief program. No national fund is to be raised, much less distributed. Complete local autonomy prevails as to the method of both raising and distributing the funds.

The reinforcing efforts of the National Citizens Committee, supported by twenty-seven national agencies, will be concentrated between October 17 and November 23 when the greatest number of community chest campaigns are scheduled. A program of radio broadcasts, magazine and bill-board advertising, motion pictures and news service comparable to that of last year under the aegis of the Owen D. Young committee of the President's organization, is assured through the cooperation of commercial interests. The United Educational Program of the National Social Work Council is contributing a series of clip sheets of factual information under the general title, Behind the Front Lines. Mrs. Hoover is heading a women's division of the Mobilization. Fred W. Ramsey of Cleveland is chairman of a committee to organize and direct a speakers' bureau. Another committee is concerning itself with methods of stimulating and increasing contributions which it hopes to receive from corporations.

In fact the Mobilization starts off with about everything that forethought, intelligent planning and leadership can give it. Not even money is wholly lacking, since the community chest cities, with a keen realization of the helpfulness of last year's reinforcement by the Young Committee, have themselves subscribed $17,500 as a minimum essential budget for the Mobilization. This is in addition to the regular expenses of the Association of Community Chests and Councils which is administering the project.

The Washington Conference, guided by the ubiquitous Allen T. Burns, ran on oiled wheels. Not a single flurry disturbed the well-conceived and organized program. A tea at the White House was a pleasant added attraction. By reason of the exigency of the times and the prominence of the personalities involved, the meeting had a "press" unequaled in social-work undertakings. The New York Times, that sine qua non of the New York publicitor, devoted eight columns to the day's proceedings. Thus the Welfare and Relief Mobilization of 1932, backed by official prestige and powerful private influence, got off to a flying start. All that now remains is to get the money!

The Challenge to Business Men

By LOUIS E. KIRSTEIN

Vice-president William Filene's Sons Co.; president Associated Jewish Philanthropies of Boston

HEAVEN only knows how many millions of self-respecting citizens will be dependent upon our social agencies during the coming winter! There seems little doubt but that the number will constitute the largest in our history. Even if business should achieve our most sanguine hopes during the coming months those millions who have known hard times now for three years must unquestionably face yet harder times just ahead, harder times physically and more heartbreaking times mentally and emotionally. How can we expect the millions who have lost not only their jobs but now also their meager savings and insurance and neighborhood credit, to maintain unaided their hope and courage after three years of idleness and suffering and insecurity? Heroic measures must be adopted in our respective communities not only to feed, clothe and house these men and their families but also to preserve for them through our health, character and morale-sustaining services some shred of faith in the common decency of humanity. Give up these services and we may as well face frankly the certainty of having on our hands when the depression finally lifts, a mass of demoralized, discontented, sullen and perhaps pauperized wage-earners. Can we either as responsible citizens or as practical business men afford to run this risk?

We cannot emphasize too strongly that, even if with the help of the federal government we succeed in preventing stark hunger, our job will be only half done. We will still have to raise defenses against the more subtle dangers that undermine the beaten and crushed human spirit after hunger has been appeased. This is by no means an easy task. Only by dint of the hardest educational work have we been able to win public support of services for health, character and morale-building. We cannot afford to sacrifice this hard-won victory, so permanently important for society, so specially significant for the immediate emergency. Relief funds contain our guarantee against the basic miseries that breed hunger and disease; what I may call morale-funds contain our guarantee against demoralization. We must impress upon our contributors this vital truth: unemployment which robs men of their food and shelter also robs them of their courage and hope and stability and security, and their children of their fundamental right to happiness and health.

LET me say at once, however, that to recognize the need of obtaining adequate support for health, character-building and child-caring agencies does not by any means suggest a campaign strategy centered upon them. Rather should we build our campaigns around the entire problem created by three years of depression and unemployment. Let us point out the primary need of providing elementary physical requirements but let us also demonstrate that millions of men, women and children need more than food, that they need renewed hope and faith, that they need wholesome recreation, if they are to be saved as a healthy and sane citizenry to man the wheels of American industry when economic processes become normal again.

With this generalization in mind, I offer here only a few broad suggestions regarding detailed strategy. On the all-important matter of approach, to begin with, it will clearly make a vast difference whether the mood of potential subscribers is one of hopeful optimism as a result of upward trends in various markets or one of continued discouragement and pessimism. If business improves, we must bring home to our contributors the importance of sustaining the morale of our masses until they are absorbed into industry again. If, on the

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other hand, business improvement has not really set in by the time of our campaigns, and unemployment grows worse, we must sound notes that will penetrate even the financial gloom of business men who still have no business.

When matters of approach have been determined, we must arm our campaign workers more than ever with the facts of the situation for which they are seeking provision. The data of poverty and illness are tragically the same from year to year but this winter the usual campaign arguments are sharpened by the bitter emphasis of our protracted depression. Though it would seem at first glance that such an emergency promises added punch for our normal appeals, it constitutes in reality a subtle danger. For so much has been written and said—and for so long—about the difficulty of feeding the unemployed, that too many of our subscribers, worried by their own affairs, will be ready to persuade themselves that the mass emergency will be met, that they have done all they can, that the responsibility is somebody else's, especially the government's. They will probably point to the increasing trend toward reliance on government funds, local and national, to supply the means of relief.

AGAINST this mood I can see three main lines of argument. First, we must show that at best, government funds are supplementary; that for so great a total task no one source can offer sufficient provision. Second, we must emphasize the fact that government funds will be available only for the most elementary needs of food, clothing and shelter; and that chiefly by private philanthropy must stand or fall those agencies and services which keep alive the faith, hope and courage of our millions of unemployed, and their wives and children. Third, we must show our prospects that even when funds come from the government, they and their fellow business men foot the bill through increased taxation whether direct or indirect. In other words, it is no longer a question in an emergency like this, whether any individual will give as much as he can, but rather how he will give it, voluntarily, or through further increased taxation. The unemployed cannot be left—and will not long submit—to hunger and deterioration. Either we must give generously and voluntarily to our social agencies or we must stop whining when government is forced to impose the added taxes required for succor until jobs appear.

AND, purely as an aside, let me say that I have little patience with those who raise the hoary cry about the "dole," whenever government funds are involved. A "dole" is a "dole" whether the funds come from private charity or public treasuries. Certainly I do not believe in the dole; but having entered this great crisis without preparedness, there was perhaps no other way of handling the problem of taking care of the millions unemployed. At any rate, we should face the fact frankly that we in this country have been during the past three years on the most extensive "dole" of any western country.

How can we bring home to our communities that the social services are just as important as relief? It will require, as a first prerequisite, a most careful, patient education of our solicitors. Our soliciting personnel has been too content in past campaigns to base their appeal on the elementary, dramatic picture of fine, respectable people in danger of starvation, eviction, disease and death. Obviously this has been the line of least resistance and we have been tempted to follow its promise of sure results. It is not so easy to dramatize the slow and subtly destructive influences of discouragement, of continuous undernourishment, of despair, of hopelessness, which must permeate tens of thousands of homes in this country today. Yet this is our task and this we must do.

The real challenge for us lay leaders, the business and financial men of the nation, appears clear-cut. Will we prove big enough to assume it by recognizing our full responsibility in the present emergency? Insofar as responsibility can be assigned to any group for such a complex phenomenon as the present world-wide economic collapse, it seems to me that the business and financial group is plainly indicated. Insofar as an individualist society has any leadership, it is made up of business and financial men. It is we who attract capital, engage labor, ask the public to buy our wares, set in motion the processes of production and distribution. It is we who extol a system of free enterprise and individual initiative; it is we who have asked a mandate from the people for its continuance in the future.

WE take these positions because we believe that capitalism can bring the community as a whole in the future, as in the past, large social and economic gains; and individuals, great wealth. We must be willing to admit, on the other hand, that it has brought a by-product of tragic social evils under which we now lie paralyzed, just when our productive equipment offers abundance and plenty for all. Unless we find ways of eliminating unemployment and periodic collapse, our right to continued leadership will be questioned, and rightly so. We must be willing, therefore, to tackle problems of fundamental reorganization. To deny a man, able and anxious to work, the right to work, is after all a fundamental wrong and evidence of a basic defect in our social and industrial organization. There is heartening evidence in a number of directions that its challenge will not go unheeded.

Meanwhile we must show ourselves ready to adopt programs for the mitigation of inevitable suffering whenever and wherever necessary. The campaigns of the coming fall and winter will show whether we who benefit most from our present way of doing things have the character and courage worthy of our position. The millions who entrusted us and still trust us, with the leadership of present American society, need help. Only by assuring the continuance of our rounded community services can we guarantee them some mitigation of their suffering from industrial stagnation.

We cannot fail them now. True leadership cannot afford to be stamped as of the "fair-weather" variety. On the contrary it must show its greatest courage and resourcefulness when the storm is at its height.

Consequently we must be ready to call a spade a spade. There must be frank talk to those former contributors who feel so badly hurt financially that they can ask to be excused from further contribution or, at best, that they must reduce their contributions materially. We cannot afford to acquiesce in the slightest degree in such attitudes. It is true that many have been badly dented and cannot give as liberally as before. But it is equally true that there are still plenty of men of wealth in this country. These men have been the greatest beneficiaries of our present way of doing things. Though their equities may have shrunk, their wealth is still relatively great. We must make them realize that of all people living in the United States today, they have least legitimate grounds for sympathy. As long as they have wealth, they must give, if only to save that which they still have!

Finally, one of our weightiest arguments in coming campaigns is that to prove equal to the needs of this time of depression is merely "good business." It need not be repeated to a

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group of practical men of affairs that industrial prosperity is impossible without a force of fit, skilled and loyal labor. We have long prided ourselves in this country upon the outstanding quality of our workers. But a protracted period of depression inevitably undermines men's health and courage and efficiency. Will such men be able to bring back to industry the stamina and esprit which are a prerequisite to any sustained prosperity? We have already recognized the wisdom of reserve funds for maintaining our machines, our equipment and dividends for our stockholders. We have not yet made the obvious extension of this wise accounting practice to our chief national asset — our workers. I am hopeful that this extension will be made in the near future, voluntarily, if business men can also be statesmen aware that continuing, long-run profits lie only in mass security; compulsorily, if they remain mere business men interested only in immediate profits. Until we do this, our community funds are among other things a recognition of the rights of men to some protection in an insecure society. Let us fail to provide them and we may find our workers returning to industry not only with weaker bodies but with a resentment that will not easily forget or forgive.

For all its many-sided persuasiveness, it is a stern job—this job before us. But if we approach it with fighting spirit and stout heart, we need have no fear. America historically welcomes sternness in its tasks as a test of its mettle. We are a people who conquered a continent, raised it from civil disruption, and not only fought in but also fed the hungry and destitute of the Great War. Having done all this in a little over a century, are we to be conquered now by the forces of stagnation? I think not! Let us but awaken our people to the full significance of our great past; we cannot then fail to obtain during the coming months funds sufficient not only to appease hunger, but also to maintain those social institutions which help men to retain their self-confidence and self-respect, the two qualities which make a man really a man.

What the Social Agencies Must Do

By C. M. BOOKMAN

Executive Director the Community Chest of Cincinnati

THERE has not been sufficient money available from all sources to provide adequate relief to the unemployed. Largely because of this fact, the giver is questioning the present use made of funds entrusted to community chests. He believes that some of the work can be discontinued and the money used for unemployment relief. While he may not openly charge extravagance of operation, he does think that great economies can be practiced by social agencies. His confidence has been shaken somewhat and it must be restored. He must be convinced of wise, economical and sensible operation under present conditions if he is to give as he should. He has economized in his business and personal life and he expects, and rightly so, social work to economize also. Unfortunately, these economies must be made under pressure and without sufficient time to plan carefully. There is danger of doing irreparable damage to the social work we have built up at such great expenditure of time and money. This must be avoided if possible.

The community chest administration expense should be the first to undergo careful examination. Since the methods of economizing to be practiced by the chest will be reflected in the action to be taken by the separate agencies, their representatives should be called into conference to help determine where the chest expenses can be reduced and the public should be informed in detail of the action decided upon.

Consideration of budgets at once brings to the front salaries and wages. Social work is largely personal service and requires a large personnel. Consequently a considerable percent of the expenditures is for salaries. We know that the average pay of social workers is much less than is received by other professions that call for the same degree of preparation and ability. We know the need of maintaining the high standard of service that better compensation has introduced. Nevertheless, if adequate reduction is to be made in the budgets of agencies and in the operation of the chest—the total amount paid in salaries and wages must be less. Many chests and social agencies have already faced this issue squarely. All should do so before this year's campaign goal is set. If additional salary reductions are not made this year the public should be told exactly what has already been done.

The general set-up of social work, so far as its overhead expenditure is concerned, should be considered next. Agencies have been generally grouped along functional lines and, in many instances, committees created at considerable expense to study specific social problems and to organize ways and means of solving them. There have been health federations, family-welfare committees, children's bureaus and the like. We cannot overestimate the value of such committees because we know the sound contribution they have made in the development of social work and in the meeting of social needs. Functional committees should be continued, but the expense of their operation must be reduced. Programs must be simplified and workers assigned temporarily to work more directly bearing upon present necessities.

IT IS necessary to reach agreements with the agencies prior to the campaign on certain general lines of retrenchment that must be practiced by all. Specific items in the budgets of many agencies should show a substantial reduction: salaries, replacement and building upkeep, food, traveling expense and others. Agreements can probably be reached, if it is thought wise, on the scope of educational and recreational efforts as well as many others. The agencies should be asked to examine every item of expense to see where savings can be effected. Preliminary estimates can then be made by each agency. I shall not set an arbitrary figure, but careful study of conditions convinces me that a very substantial reduction will be required in the amount requested from the public for the regular work of the agencies, relief and general unemployment needs excepted. This is not merely submitting to public pressure, it is not merely taking into consideration giving possibilities. It is facing conditions as they are.

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It would seem best not to budget a definite amount for each individual agency prior to the campaign. Somewhat arbitrarily, but nevertheless based upon agreement reached with the agencies, a reduction in the total budget should be determined. Budget-making should be a continuous process over the next twelve months. The amount that will be raised in the campaign is uncertain; loss in income from other sources will occur, and the effect that reduced income from all sources will have upon the effectiveness of programs cannot be determined in advance. We should not make arbitrary decisions on what agencies should be eliminated, what ones should be combined and what functions curtailed—except in a limited way. However, a goal must be set and each agency, either before or immediately after the campaign, must have a reasonable indication of a minimum amount it can expect. While I realize, in setting this minimum amount, that a horizontal cut in budgets would be indefensible—unless later corrections are contemplated, it does offer safeguarding qualities that should be considered before a final method is determined. The objective we should have in mind is a balanced budget and the soundest social program possible at the end of the fiscal year.

IN ESTIMATING budget needs this year, we must give unusual consideration to sources of income other than the chest. Agency programs are dependent upon several sources of income: payments for services rendered, endowments, tax funds, as well as private contributions. Practically half of the income of agencies is derived from earnings. Income from these sources has taken a sudden drop and will be still more uncertain during the next fiscal year. The public must be made to understand better than it now does the losses suffered in the earning power of social agencies in every direction and the effect this will have on their work. Some agencies may find it impossible to operate because of such loss, others may decide to combine their efforts, in others it may be advisable to make up part of the loss in earnings from private gifts. It seems wise to recommend that an amount be budgeted for this purpose. Deficits will be extremely dangerous as social work adjusts itself to changed conditions over the months ahead and, in general, should not be permitted. The future income of social work must not be mortgaged too heavily.

Unless we are willing to see necessary social work crippled beyond recovery, every effort must be made to place upon taxation the lion's share of the unemployment relief load. This is an instance in which private giving should supplement public funds and not the reverse. At the same time, private giving must and should carry part of the load—some of the direct relief, and especially much of the extra required for health, children's work and prevention of delinquency which unemployment has caused.

WHETHER the entire goal, including unemployment needs, should be less than the amount raised last year, the same amount, or more, must be a matter for local determination. In my judgment, in most cities the goal should be approximately the amount actually raised in the last campaign. If the estimated budgets of the agencies have been set according to these recommendations, we can include in our campaign goal from 10 percent to 20 percent of the total for direct unemployment purposes—relief, health work, child-care, delinquency prevention, etc. The entire amount asked now becomes an emergency request. In the campaigns this fall, we must not permit the public to believe that food, clothing and shelter only are "unemployment relief" and that these other activities are not directly and vitally meeting emergency needs as well as holding out some hope for sound reconstruction and rehabilitation when the emergency has passed.

More money than we even now contemplate will be required to meet the direct relief needs during the coming winter. It will take the entire amount appropriated by Congress, definite financial assistance by the states and local governmental units, and the maximum of private giving if we are to come through next winter as satisfactorily as we came through last winter. Not enough money will be available to do the job in a wholly satisfactory way. Relief needs are easily dramatized for direct contact with those needing relief has been experienced by all. The need for other services is not so clearly understood and should receive particular attention. Not only food, clothing and shelter must be provided—but health safeguarded, children protected, family life and morale preserved, the young people given a chance. All this is necessary if the emergency is to be met.

That part of the social program, preventive in its nature, constructive in its purpose, that part that builds for the future, whether in a family-welfare agency, a health agency or a youth program, will bear the brunt of the criticism this winter. All of us will admit that material aid must come first, and unless sufficient money can be secured to supply a reasonable amount of such relief, other programs must give way. During the war we sacrificed that we might give millions to purely recreational programs, to programs whose sole purpose was to build up morale, for without morale we knew the war could not be won. Have we forgotten the lessons taught us by the war? No soldier in the trenches needed more greatly conscious efforts directed towards upholding his spirits and strengthening his courage than do the victims of this economic depression.

NOT only does the present require that the morale of our unemployed and their families be maintained and strengthened but the future of our nation depends in large measure upon such action. From this standpoint alone we must not permit the scrapping of those programs that are needed now and which build for the future. Those who favor such a policy have not considered its effects either on the present or the future. We must be unwilling to admit that we have reached the point of financial exhaustion in this country where the only way to provide food to the millions unable to secure work, is through selling out the future, especially through mortgaging future expectancies for our boys and girls. While the economic and social order is out of gear and business can no longer be depended upon to furnish that stabilizing and character-building influence which work provides, society must provide it in other ways. Organized government and organized social work stand between millions and absolute despair. The safety of business, of government, of civilization, demands that whatever sacrifice is required must be made in the interest of present safety and future opportunities.

Some givers may feel that other methods of meeting the emergency should have been adopted. Some will say, "If we are required to pay taxes for these purposes, why insist upon private giving?" Others will oppose the public dole. All of us believe that better methods can and must be worked out for meeting such emergencies in the future; but so far as the coming winter's needs are concerned, conditions have been laid down for us. These conditions call for a complete mobilization of the resources of the nation. The part the federal government is to take has been determined by Congress. In setting our campaign goals we have leaned heavily upon local and

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state tax support. The part asked from private sources is merely to supplement tax support. The simple statement of fact is that all available tax support is needed and the contributions of corporations, business concerns and individuals are required if real suffering is to be averted this coming winter, and if a staggering price is not to be paid in the future for our failure to meet the present issue. Business organizations, as such, should give since business has found it necessary to throw upon taxation and private philanthropy a large per cent of its employes. These men and women contributed their strength to building up the capital assets of the nation. They are now public charges. They are also our fellow-citizens and our future working force. Despite the fact that corporations have reduced dividends or suspended them for the time being, despite the lack of present earning power, despite reduced income of individuals—a confidence in the future as well as concern for the present must be created that will, if necessary, tap capital assets and reserves so that present needs can be met and future security assured.

The real strategy in this fall's campaigns lies in establishing the emergency nature of the entire goal and in developing a nation-wide offensive with counterparts in each local community. In social work as in business, we must "move from defense to powerful attack along the whole national front."

Contract Work-Relief

By FLORENCE PETERSON

Supervisor, Bureau of Unemployment, Wisconsin Industrial Commission

WHEN Wisconsin in April 1931 took measures to telescope its three-year grade-crossing program into one year it was well aware that the mere letting of contracts for public works would not automatically bring unemployment relief to those who needed it most. By the method which it evolved it has retained the advantages and economies of competitive bidding and construction by private companies, while through regulative clauses in the contracts and close supervision by the state it has spread the jobs to a maximum and given them, at a reasonable and living wage, to men who most needed them.

Work on the first grade-crossing was started in May 1931. At the end of a year forty-nine crossings were completed and nineteen others were under way. During this time 6071 different men worked an average of seven weeks each directly on the grade-crossings, receiving an average wage of fifty-seven cents per hour. About 70 percent of the men were common laborers, 24 percent carpenters, and the rest cement and steel workers, machine operators, and the like. Of the contract price 45 percent was expended in wages of men working directly on the crossings. The number of men and working hours of indirect labor involved in the production and transportation of materials was almost equal to that required for the construction proper, although not all within the state.

The entire grade-crossing program was put under the control of an Unemployment Commission appointed by the governor. This Commission adopted the following labor provisions:

All employes must have been residents of Wisconsin for five years immediately prior to employment.

Workmen employed by the contractor must be selected from the list of applicants certified by the Industrial Commission; those having the greatest family obligations to be selected first.

The work must be constructed in two six-hour shifts, unless otherwise specified, but in no case more than an eight-hour day shall be specified. In either event time-and-a-half shall be paid for over-time.

The workmen shall be paid weekly by the contractor, and the contractor must submit copies of payrolls to the Industrial Commission.

Workmen shall be paid at least the minimum wage established by the Industrial Commission for each class of work. (A few weeks after the inauguration of the grade-crossing program, Wisconsin passed prevailing wage and hour laws for all state public works.)

Ten months' experience with the grade-crossing program has revealed:

First, for value received per dollar expended grade-crossings are a most profitable public-works activity. During construction a larger proportion of cost price goes into wages than in almost any other form of public works; when completed, grade-crossings save not only the time but the lives of the travelling public.

Second, adequate regulation and supervision of private contractors by the government procures the advantages indigenous to both private and public management. In other words, the taxpaying public shares in the gains incident to the "profit motive" on the part of the contractor, but allows no selfish gain to be made at the expense of labor.

Third, labor laws or provisions in the contract are just so many words on paper without everlasting vigilance on the part of the state. Wisconsin contractors are no worse than the general run — probably more honest than some. Nevertheless, among the score or so dealt with on the grade-crossings, there have been several cases of fraudulent returns on the payroll reports, sub rosa bargaining of hours and wages with individual workers and direct violation of specific labor regulations.

Fourth, many of the policies established on the grade-crossing program to render relief during the unemployment emergency might well be carried over to normal times. Thus while certification of labor to be used by the contractor would not be necessary when jobs become more plentiful, the establishing of reasonable wage-rates and hours should become standard practice on all public works during all times. When the government, as an employer, becomes courageous enough to remove wage-rates and hours as factors in competitive bidding, there will be some hope that private employers will follow suit.

[*Since this article was in type Wisconsin has, according to newspaper reports, abandoned its program of grade crossings as work relief. Popular opinion, pressed somewhat it is said by political agitation, held that the substitution of hand labor for machines was uneconomic and that the whole project was unduly expensive to the taxpayer in relation to the number of men to whom it afforded employment.*—EDITOR.]

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How Federal Relief Gets Into Action

By GERTRUDE SPRINGER

IF you are the governor of a state with unemployment relief problems—which is to say if you are the governor of any state in the autumn of 1932—and you decide that recourse to federal funds is necessary to meet the needs of your people, don't drop in at the Washington office of the Hon. Atlee Pomerene, chairman of the Reconstruction Finance Corporation, and with bright and shining face hold out your hand for the first few millions of the forty-five to which you may fondly imagine your state is entitled under the relief provisions of the Reconstruction Finance Corporation Act. For it just isn't done that way.

At the Washington conference of the National Citizens Committee for the Welfare and Relief Mobilization of 1932, Mr. Pomerene expounded "the true interpretation of the letter and spirit of the law under which the R. F. C. must function." That his interpretation smacked more of the letter than the spirit was probably to be expected from one of his distinguished background as a lawyer and erstwhile senator from Ohio. Much of what Mr. Pomerene said was already familiar ground to those of his hearers who had read and analyzed the bill which became a law on July 21.

Sharply, somewhat oracularly, he summed up what the law says—"and these are not idle words. They mean what they say"—and pointed out what he held to be the intent behind certain legal verbiage:

> It was not intended that this money should be expended all at once or allotted to a state upon the *ipse dixit* of its governor. It is available for two years from the date of the Act. We believe it is fair to say that Congress intended it to meet the demands upon the federal government for that period of time unless extraordinary conditions should arise.

Mr. Pomerene reiterated that federal relief funds are a loan and not a gift to the state, that these loans bear 3 percent interest and must be reimbursed beginning with the fiscal year 1935. He outlined the plan for repayment, either by states, or by municipalities or other political subdivisions when funds are for their special needs. He emphasized repeatedly that the R. F. C.:

> is not to distribute out of this fund 15 percent to each state or forty-five million dollars, nor to distribute it in proportion to the population of the several states and territories; but that Congress entrusted the three hundred million to our board to distribute so much of it as might be needed among the needy wherever located, but only, if, when and as, it appears that the resources of the several states and territories and private charity are inadequate to meet the requirements.

The general relief administrative policies formulated by the R. F. C. are covered, said Mr. Pomerene, in three points, each of which is developed in detail in Relief Bulletin No. 1, issued by the Corporation for the guidance of governors in making applications for funds. The three points are:

1. Before a loan is granted it is necessary for the governor to prove the need for emergency relief. This is done by the governor giving a certificate to that effect and supporting it by factual data.
2. It must be shown that the resources of the state, the funds available and which can be made available, together with private contributions, are inadequate to meet the needs.
3. We must know how much can be made available from such sources for the period covered by the applications.

The Corporation feels that its objectives will be better obtained, its funds more prudently distributed and yield better results if these loans thus far made extend relief for periods of from one to three months. If these loans were to be made for a longer period of time there would be a greater temptation to depend upon the federal government rather than upon the state or local government or private charities.

Long before Mr. Pomerene had finished his remarks his listeners were well aware that any governor who walked into the office of the R. F. C. expecting to walk out in a few minutes with a fat slice of federal relief bacon under his arm was due for a rude awakening. But as a matter of fact the actual working of the Emergency Relief Division of the Corporation, Fred C. Croxton, director, is not quite as rigid as Mr. Pomerene's doughty stand on the letter of the law indicated. It rests on the law, as of course it must, but in practice it operates more flexibly, with a good deal of spirit added to the letter. It is trying to create as few limiting precedents as possible and it is trying to resolve difficulties by friendly informal consultations in advance of formal applications.

SINCE the first flurry in late July, when few people quite knew what it was all about and the governors didn't want to miss anything by being late to the party, formal applications for loans have, with few exceptions, been made only after the applying governor or his representative has sought at first hand a clear understanding of the case which must be presented and the factual data which must support it. The case is not always made at the first try. More than one governor has had to go back home for more concrete information on the needs of his state, on the extent of its resources, present and potential, on the set-up of a satisfactory administration and, in the case of cities and counties, of the soundness of the arrangements for repayment. If for one reason or another he encounters difficulties in assembling the information the Division will send him one of its field workers to advise in the undertaking. The governors, said Mr. Pomerene, have with few exceptions, shown sincerity and patience in working out the inevitable detail and in endeavoring to gather the required information quickly and accurately, often without adequate machinery for doing so.

The Children's Bureau reports that its advice has more than once been sought by perplexed governors on the administrative set-up that would meet the needs of the city or county for which loans were needed.

Of course there have been mix-ups. Governor Hartley of Washington, for instance made application for both King County and the City of Seattle though they are in fact the same community with only the county empowered to administer outdoor relief. The county application was acted upon favorably by the R. F. C.; that for the city was denied. Which annoyed the governor to such an extent that it seems doubtful if he will, during his remaining months in office, consent to make further applications. If this attitude persists it leaves the other large towns of the state, and the particularly hard-hit lumber regions, without any approach to federal help until after January 1. The sharpest criticism of performance came from Governor Pinchot of Pennsylvania whose application for funds for his state became tangled in

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charges and countercharges of responsibility for delays, discussions which, as the governor said, "do not interest the hundreds of thousands of destitute families in Pennsylvania now on the verge of winter without resources and without hope." A first cut at the Gordian knot is a loan of $2,500,000 for Philadelphia, and Allegheny and Northampton counties.

The staff of the Emergency Relief Division of the R. F. C. is headed by Fred C. Croxton, last year executive aide to Walter S. Gifford of the President's Organization on Unemployment Relief. His first assistants are E. P. Hayes and Olga A. Jones. Examiners are Margaretta Williamson, Oliver Griswold and Bertha Nienburg. Five field-workers and their districts, loosely defined and subject to change without notice are: Roland Haynes, central states; Robert W. Kelso, eastern states; Thad Holt, southeastern states; Wayne McMillan, southwestern states; and Pierce Williams, northeastern states. The division's legal staff of four is headed by James Fort, Washington attorney.

When an application for a loan is filed it is ordinarily first checked by the examiners for its general set-up, completeness of data, discrepancies in data and so on. The legal staff also scrutinizes it in relation to local statutes and the legality of the arrangements for repayment. With the field worker's report added, the dossier then goes to Mr. Croxton and his two assistants for detailed analysis and recommendation. At this stage, and even after the report has gone to the full board of the R. F. C., the governor may be called on for further data or for further evidence to support the claims made in the application.

A little loitering around Mr. Croxton's outer office yields interesting indications of the extent to which social workers figure in the consultations and negotiations which precede formal action by the board of the Corporation. Here is a familiar professional figure from Cleveland with a forty-eight-page collection of facts and figures to support his story of his city's distress; here is another from Detroit with a portentously heavy briefcase. A Kansas City man puts his head in the door, "You fellows here today? My turn's tomorrow." A Salvation Army man and two Travelers Aiders pass through to plead the case of the transient. Which case, it might be said in passing, is not very hopeful so far as federal aid is concerned. The letter of the law obtrudes itself very definitely. Federal aid is to states and their various communities and will be administered under the laws of the respective states. Uprooted families and wandering men and boys with vague legal residence if any, are technically about where they were, a charge on the community in which they find themselves only to the extent to which that community accepts responsibility. There is ground for hope however that, acting under the spirit of the law, officials of the R. F. C. may emphasize to governors the dangers and hardships of the present primitive passing-on system and may urge them to formulate definite programs, uniform if possible in essentials, for treating this constantly growing problem.

Between July 21 and September 28 funds for relief purposes were made available by the R. F. C. to twenty-three states to the total of $34,000,892.22. These loans are to be reimbursed by states to the amount of $29,079,307.22 and by political subdivisions of states to the amount of $4,921,585. Fourteen states had made no application. The largest advance was to Illinois in three loans totaling $14,000,000; the smallest to North Dakota, $50,000 for Ward County and the town of Minot.

In considering applications for loans the R. F. C. weighs in addition to the repayment prospect, the need of the state or of the political subdivision for which the funds are asked, the inadequacy of existing funds and the extent to which resources have been tapped and, finally, methods of administration. It is on the last score that the Corporation appears, to at least one observer, to have missed an opportunity. Under the spirit of the law which enabled it to require specific information on needs and resources, it might, it seems possible, have required more definite guarantees of sound social-welfare administration. It has set no minimum standards except as they are implied in the required accounting system, and it has established as yet no check on the effectiveness of methods of distribution. When a governor applies for a second or third loan he must prove his case of need and exhausted funds all over again, with his accounts and possibly a report from a field worker as the only check on the methods by which the first loan reached those for whom it was destined.

The R. F. C. counters this comment by saying that it has to start with each community from just exactly where it is and that in many desperately stricken places that, in terms of social organization, is just nowhere at all. A minimum which would be in well organized progressive Seattle, for instance, an invitation to lower existing standards, would be an unattainable maximum in some drought-ridden county of North Dakota. It can act more swiftly and effectively, it says, in getting help where it is needed if it avoids rules and is free to deal with each case in its own set of circumstances, exercising moral suasion in the way of social standards. Be that as it may, it still seems a chance lost not to have taken a leaf from the experience of certain state relief administrations in using their funds to gild a substantial dose of community education in the effectiveness of proven methods of modern social work.

Contrary to early hopes and expectations federal relief, as it is operating these first few months, has not had the effect of stimulating state-wide organization and comprehensive state-wide programs. The word "emergency," a little shopworn after three years, still covers a multitude of patches. Mr. Pomerene's fond hope that the $300,000,000 can last two years may be the father of this piecemeal statesmanship. This winter's needs may yet bring the R. F. C. to a broader concept of its function, not only as guardian of federal relief funds but as trustee of a great opportunity to bring constructive order and more adequate help the country over.

Reports from the R. F. C. show that few loans have been made on the basis of a state-wide relief program. Most of them, even when made under Title I, Section 1, Sub-section C of the law, which provides for repayment from federal grants in aid of highway construction, are for specifically named cities or counties which have reached their legal limit of indebtedness. The state is thus the guarantor of the loan though it is not used for state-wide purposes. Under Sub-section E of the law loans are made to municipalities or other political subdivisions with such subdivisions held responsible for repayment without any chance for Uncle Sam to collect by holding out any highway fund allotments. At this moment when the relief of human distress is in the balance few people are inclined to question too closely the good faith of municipal promises and the 100 percent validity of municipal guarantees; but three years hence, when Uncle Sam takes on the role of collector, the differences between loans made under Sub-section C and under Sub-section E may mean something. Much may happen in the jungle of municipal finance in the next three years, and if even some of it happens Uncle Sam, when he sets out to collect those Sub-section E loans may, so far as this chronicler can see, just be out of luck.

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The Herald's Horn

By THOMAS H. REED
Chairman Committee on Civic Education by Radio

IT was Aristotle's opinion that no state should be so large but that the herald's horn might be heard throughout its whole extent. Judged by this standard, the United States from the beginning has been an experiment doomed to failure. Patriotism is perhaps not altogether a virtue peculiar to small states—war hysteria, at least, can sweep the broad expanse of even the United States—but we have never developed that superlative love of country which would be necessary for the wholly successful operation of a vast democracy. The difficulty, of course, is one of communication. The men of Athens, at the sound of the horn, could assemble at the foot of the Acropolis and consider the conduct of their affairs. The voice of Pericles could be heard by all. The millions of America cannot assemble, nor until recently has there been any means by which a single voice could reach them.

An extended territory is an obstacle to governmental success in two ways: by enervating the arm of administration, and by preventing the formation and expression of genuine public opinion. The first was substantially removed as railroads, telegraphs, and telephones spread their net over our expanding country. But the second obstacle remained insurmountable until the present decade. Opinion in the United States, except on rare occasions, is at best sectional and more often merely local. There has been no herald's horn which could penetrate to the consciousness of our far-flung people. The popular lecturer has addressed his thousands, the newspapers its hundred thousands, but even the strongest newspaper chain reaches only a small fraction of the American public. We have been listening to a confusing and ineffective babel of political sounds rather than to the voice of leadership. There has been no cohesion, no consistency, no real power in the public will.

Then came our herald's horn, the radio, with strength to reach the farthest ears. There are enough receiving sets sufficiently well distributed so that on occasion practically the whole population can listen in at once, and even in ordinary times it is possible to reach listeners in every part of the United States. We do not know how to play upon our horn as yet. We have left the universal ear to dialect comedians and jazz orchestras. The instrument is there; we must train the voice.

The radio played a large part in the last presidential campaign and is playing a still larger part in the one now upon us. But it is not enough that the people should lend their ears to the ballyhoo of vote-seekers. The people must be reached with the authentic accents of truth and wisdom. For this purpose we need a convenient hour over a nation-wide network of broadcasting stations. This we have; the National Broadcasting Company has offered a half-hour a week (Tuesday evening at eight, New York time) over the N.B.C.-WJZ nation-wide network for four years for an experiment in widespread civic education. We need truth and wisdom. Of this, of course, there is too little; it would be idle to pretend that there is anywhere to be found a complete understanding of the problems of modern national life. But the best thought we have is in the possession of those students of political science who have for years been observing, measuring, analyzing the forces which determine and the institutions which express our national life. There are men not ordinarily heard by large audiences who can give the American people what they ought to know.

And finally, we need to tune the voice of politico-scientific knowledge to the receptivity of the popular ear. This we are organizing to do. Through the National Advisory Council on Radio in Education there has been set up a Committee on Civic Education by Radio composed of political scientists, economists, educators and public men, to take advantage of the time offered by the National Broadcasting Company. Last spring a series of fourteen programs on You and Your Government was offered. This fall, beginning on September 6 and continuing through the winter and spring, the series will be carried on. Up to the election the programs will deal with the problems of government in a depression, after election until New Year's they will deal with the more specific problem of constructive economy in state and local government.

THIS is indeed a noble experiment. What can we hope to do? First, we can offer to the civics classes in our secondary schools illuminating and stirring material to supplement the dry facts of the textbook. Last spring many teachers assigned the Tuesday evening broadcasts as home-work and made them the basis of later discussions. In the present school year such listening will be definitely organized in certain school systems and followed up by tests under the guidance of leading authorities in education. We can at the same time reach an indefinite group of adult listeners—how large a group will depend upon our success in popularizing these broadcasts. This presents the double problem of adequately announcing them to the public and of giving the public what it can and will listen to. Here is our principal field of experimentation. We do not yet know how to make the horn re-echo in the minds of millions. But we can find out: a wide variety of types of programs will be tried; we can learn what to say and how to say it.

What America lacks today is broad constructive leadership. We have a multitude of leaders in each of the highly specialized activities of our life, leaders in finance, in industry, in science, in agriculture, but in the broad coordinating function which the state alone can perform we have only the leadership of politicians—almost always selfish, too often ignorant, too often but the echo of vague popular sentiments which the demagog seeks to catch and interpret as his pass to power. We need the leadership of broad constructive ideas. Is it too much to hope that we may be able, in part at least, to provide them through the blasts of the herald's horn, conveying the ideas of men who are interested in principles, not parties, in facts rather than factional success? We would speak to the whole nation the best thought of our day, the independent thought of scholars, academic and non-academic, based on recorded experience and scientific investigation. We would rely on the pervading power of truth attractively set forth in the language of the people to swell the blasts of our horn, so that the Demos will in answer arise from his sleep.

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Health Insurance, American Plan

BY RICHARDS M. BRADLEY
Trustee the Thomas Thompson Trust, Boston

MANY of us have come to the conclusion that the failures and hardships attending the increasing costs of modern medicine are not due to the amount spent, but to the way in which we distribute the burden—a burden that at worst requires only 2 or 3 percent of our national income to be paid for that which is worth all the rest. The bulk of our trouble lies in this widespread ignoring of the fact that these costs formerly unknown are made to fall irregularly and arbitrarily upon some of us, leaving others free. We have begun at last to face the fact that such casualties can be met only by distributing the burden and risk (as with fire and accident), through regular payments on the insurance principle.

This timely work of Mr. Williams[1] is evidently confined to an account of what has actually been done in the United States to distribute the risks and costs of modern medicine on the insurance principle. He leaves to others the discussion of conclusions. By thus giving the material facts he has performed a valuable service that was needed for the task we have before us, in finding a remedy for intolerable conditions.

Modern medicine, with its added demands for the surgeon and the hospital, calls for the solution of unbearable economic conditions by insurance in order to distribute risks and enable regular payments. We are out for this remedy in place of disastrous and irregular casualty expenses. We therefore need to study the difficulties, successes and failures of what has been tried, not only abroad, but in this country on our own people. In this way we are most likely to find the solution of a problem that if it is to be solved satisfactorily must be solved on American lines and in a manner suited to American mentality and American conditions.

Most of the American attempts to procure care by regular payments have been made where certain corporations operating in sparsely settled districts have been compelled to organize service that otherwise could not be got and to finance it by regular payments checked off the company payrolls. These corporation enterprises, described by the writer, have afforded the outstanding examples of health insurance in America and from them we may learn much although there are evident drawbacks and limitations when applied to the ordinary community. We can also draw conclusions from the picture that he gives of the attempt made between 1915 and 1920 to introduce a foreign model involving compulsory contributions through legislation.

Mr. Williams shows also how far regular insurance companies have covered this ground, and what has been done by professional groups to furnish such service in consideration of regular payments.

Additional attention is given to certain isolated efforts by corporations organized for profit and by hospitals, groups and community associations, furnishing similar service. These he states, are interesting from their significance rather than from their size. They include the only instances where the interests of the whole community and of patient and family are unquestionably the controlling motive in forming the organization. This may furnish a clue to a satisfactory solution. The reaction of the medical profession to all these new developments is also given. The book is a student's book for it stimulates thought and practically compels the reader to seek for the conclusions that the author withholds.

There is going to be an American solution of this problem. Will it gather up and use the elements that fit us, discarding also those that conflict with the general interest, or will the solution be a mere shuffling compromise brought about by the casual adjustment of competing special interests, all liable to become indifferent to the interest of the community, patient and family? Here lies the challenge to the American civic spirit.

Most of these elements have their strong and weak points. The employers' organization carries its influence too far into the lives and families of their employes. Disliked by the labor unions, it might if extended force labor to counter by advocating state medicine. Identified with a particular employment, such insurance usually ceases at the very time when that employment is lost. It only occasionally protects the employe's wife and children and it likewise leaves out in the cold the butcher, the baker and other members of any complete community.

YET we need not lightly discard this nucleus of group organization that the corporation offers; it has saved many lives and much suffering, and the convenience of the check-off from the payroll is a help to regular payments that attracts even the labor union. There seems to be a case for giving the corporation as it becomes a better citizen a proper but not predominant place in American health insurance (especially since it has become responsible for industrial injuries and disabilities).

State legislatures rejected the carefully considered and zealously advocated plan to bring in state governments to compel by law the collection of benefits, and in this they were representative of their constituents. Americans are shy of substituting government compulsion for will-power, nor are we yet ready to concede that an increasing proportion of our people must permanently meet an increasing part of their requirements, not from the pay that they ought to command, but from the tax that is levied on the assumption that they are permanently unable to care for themselves. That means to us social defeatism—giving up trying for that which Americans have always striven; which we still believe to be attainable in spite of innumerable failures and shortcomings.

Yet active state government supervision of the remarkably interesting efforts developed on the Pacific Coast may indicate a better rôle for the state government than going into the health insurance business for itself. Results on the Pacific Coast where corporations have organized for profit to give service in return for regular payments; and results where groups of physicians there and elsewhere have organized com-

[1] THE PURCHASE OF MEDICAL CARE THROUGH FIXED PERIODIC PAYMENTS, by Pierce Williams. National Bureau of Economic Research. 308 pp. Price $3 postpaid of The Survey.

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bined service for efficiency and for the furtherance and protection of their own practice—both of these afford convincing evidence of what we can accomplish by the regular payment method both for efficiency and for avoiding hardship. Yet here the same doubt arises as in the case of corporation service. Where does the general interest come in? What of those who may be left outside the breastworks if financial or professional interest conflicts with adequately supplying their needs or happens to see no profit therefrom? Things if left alone to those who work for profit are bent towards profit, and the medical profession has not yet shown adequate ability to control its small but dangerous minority of unscrupulous and mercenary members.

The reaction, as described, of the medical profession to all these things brings up the thought, is it necessary to do away with the best thing that American medicine has given us in its two and a half centuries of development,—namely, responsible, personal, family practice that knows the individual family; deals with the whole human system, and can handle the individual case, through the specialist if necessary, with general knowledge of the whole problem? We have yet to be shown that there is anything in a *properly* organized modern American medical system incompatible with this most valuable thing that American medicine has given us.

In order to coordinate and get the best out of all these factors there is need of a type of group organization, not governmental, that will have what few of these examples possess in full measure, *the interest of the patient and his family as its primary object*. With that as a starting point, if there is an awakened civic interest we can surely establish a general system capable of insuring adequate service without financial hardship throughout the entire community.

The Crisis in Local Government

By HOWARD P. JONES
Public Relations Secretary, National Municipal League

A FEW years ago an endeavor was made to interest a prominent business man in a small city in cleaning up the rotten political situation in the community. "It's costing us thousands of dollars a year in taxes," he was told.

"I'm too busy to bother," he replied. "I could be making a thousand dollars while I saved ten for the city. I'm willing to pay a few hundred dollars too much in taxes to be let alone."

That was three and a half years ago. Today he follows the budget with eagle eyes and demands that it be cut.

It seems as stereotyped as commenting on the weather to point out that the income of state and local governments throughout the country is falling rapidly at the same time that the burden of public-welfare work is forcing governmental costs upward. Yet all too frequently is the essential conflict in the situation completely overlooked in discussion. One half of our population is crying "Taxes must come down" while the other half is demanding food.

There are really two crises in local government. The first involves the difficult task of finding money to keep the work of government going when apparently there is no money. But find it we must—or people perish. There is another crisis less obvious than the one of dollars and cents because primarily psychological but containing even greater potentialities for good or ill. This is the clash in citizen point of view on the problem of effecting economy in government.

Vividly was this illustrated last month in Washington at the National Conference on Government comprising the joint annual meetings of the following organizations: National Municipal League, American Civic Association, American Institute of Park Executives, American Legislators' Association, National Association of Civic Secretaries, National Council for Protection of Roadside Beauty and Proportional Representation League.

The typical taxpayer's point of view—that protection of life and property are the fundamental functions of government and that such services as public health and welfare are mere frosting on the cake—contrasted sharply at the conference with the realization of the professional groups that the social services of government must be vigorously defended if the next generation is to forge ahead as it should.

There are at the present time, according to conservative estimates, at least twelve million men out of work in the country. Multiply that figure by four to find forty-eight million persons whose sources of livelihood have been cut off. Up to this time, the burden of feeding, housing and occupying the time of these people has rested on the shoulders of state and local governments and the private charities.

The public clamor for tax reduction and economy in government in some sections of the country has risen to the point of hysteria. "Business can no longer stand the burden of government." So goes the popular refrain all too frequently, the singers forgetting that the reason governmental expenditures have been forced upward in the past two years is that industry has laid its burden upon the doorstep of government. Cities, towns, villages, counties assumed the responsibility for feeding the hungry whom industry would no longer feed.

If that were all there were to the problem, we could fold our hands and heave a sigh of relief. Unfortunately those who are crying for economy in government are sounding a trumpet-call that cannot be silenced or ignored. In one of the larger states of the Middle West, upwards of a third of the area of the state is delinquent in payments of the general property tax. There are cities and towns throughout the country which are collecting but a quarter to one third of the taxes levied. And yet, what are we going to do—with the demands upon local government increasing with every day of the depression?

There are, after all, once payrolls have been shrunk, only two ways in which to cut the cost of government. The first is to eliminate some of the services government is rendering. What are these services? Police protection, fire protection, education, health and welfare, recreation, libraries, paving of streets and roads, building of sewers—to mention a few. How much can be saved from elimination of services? Listen to the replies of those who ought to know as given at the meeting of the National Municipal League.

Education.—"Must the schools be sacrificed?" . . . In some communities *the schools have already been sacrificed* and public-school systems are almost everywhere on the defensive. School terms

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are being shortened. Summer schools are being discontinued. Night schools are being closed. Children are being sent home from kindergartens. Special educational opportunities for the crippled and other unfortunate children are being denied. School districts are refusing to purchase the supplies and textbooks needed for instruction. School nurses are being discharged and other health services of the schools are being discontinued. Playgrounds and other community activities are being closed. Social work and individual counseling in the schools are being so limited that they can no longer function effectively in the guidance of boys and girls.—WILLIAM G. CARR, *director, Research Division National Education Association.*

Recreation.—Nowhere in our country have recreational expenditures provided the essentials of public-recreation service for all of our citizens. To suggest reductions in our present inadequate service therefore is like suggesting a further amputation for a one-legged man. For our present recreation service is indeed thoroughly inadequate.—ROY SMITH WALLACE, *National Recreation Association.*

Public Welfare.—It is possible to reduce the public cost of hospital care for the mental and physically sick by merely refusing to accept additional patients. . . . The cost of care and detention of the criminal can be reduced by turning him out. . . . Welfare costs can be reduced by refusing or neglecting to provide necessary relief for the destitute.—FRANK BANE, *director, American Public Welfare Association.*

Public Health.—I fear disaster from any curtailment of essential public-health services.—C. E. MCCOMBS, *Institute of Public Administration.*

Fire Protection.—Of course none of us would contemplate for an instant elimination of fire-department service; nor would we care to consider cutting the cost of this service to the point where safety to life and reasonable protection to property are seriously open to question.—GEORGE W. BOOTH, *chief engineer, National Board of Fire Underwriters.*

But we said there were two ways of cutting governmental costs. What is the other? By increasing the efficiency with which the services rendered by government are administered. Cut out the political patronage, run local government for service, not for the profit of privileged groups. There is no way of measuring the waste in local government due to antiquated forms and methods, areas too small to be administered efficiently, and the spoils system. Certainly it runs into millions and millions of dollars. In most communities probably 30 percent of the tax dollar is wasted.

There was general recognition at the National Conference on Government of this fact. The experts quoted above, while emphasizing the impracticability of eliminating most of the services now being rendered, were the first to admit that improvement in administrative methods and reorganization of the structure and area of local government would cut costs without impairing service and with excellent chances of improving it.

Thus Mr. Bane pointed out that "the cost of care and treatment of the mental and physically ill can be curtailed by the inauguration of sound mental-hygiene and public-health programs." The establishment of an efficient system of probation and parole, he declared, would save hundreds of thousands of dollars in prison work. As he phrased it, "Constructive economy in this field is going to require constructive thinking. Throw the rascal in jail is extremely simple; it is also extremely expensive."

While essential public-health services must not be curtailed, substantial reduction in the cost of health administration is possible of accomplishment in the opinion of Dr. McCombs. This possibility he summarized as follows:

Cutting the cost of community health work without curtailment of essential public-health services depends, I believe, in each community upon scientific study of its own peculiar conditions, and the adoption of an economy program necessarily directed toward the reduction of personnel service costs which represents commonly over 80 percent of health expenditures. The only way that expenditures for health personnel can be reduced without serious loss is by reduction of numbers of health personnel and *not* by salary reductions. Three opportunities for economizing health personnel are suggested:

1. The reorganization of public-health departments and other departments of the general government as far as that may be necessary, to permit the complete integration of public-health forces and other forces of government capable of using public-health services and being used by them. The reorganization of local governments with this as a major purpose should permit material savings in personal service costs.

2. The coordination of official and unofficial health services under single-headed competent central direction so that duplication and overlapping of functions can be generally eliminated and specialized health-nursing activities replaced by a generalized health-nursing service. Competent evidence is already available to prove that such coordinated effort reduces personnel service costs and increases efficiency.

3. The readjustment of local areas of health jurisdiction so that the health needs of a given population may be met in accordance with approved standards at a cost within the means of the people serviced, without overdependence upon state aid. Fewer units of local health jurisdiction will permit elimination of much local political patronage, improve standards of health personnel, and reduce numbers of special employes. In the determination of such larger areas of health jurisdiction, sound principles of economy dictate ignoring existing local government subdivisions except where these subdivisions represent units socially and economically suited to the community-health purse and purpose.

Similar possibilities for cutting costs through increased efficiency of operation were recognized in practically all the various fields of local governmental activity. Aside from the opportunity of tightening up the bolts on a particular administrative machine, the conference visioned even greater economies from the elimination of huge wastes that shoot through the entire municipal plant. Five phases of this waste were discussed: how to increase efficiency through (1) unloading the politician, spoilsman and racketeer; (2) change in the area and functions of government; (3) changes in the structure of government; (4) improvement in personnel; and (5) changes in the incidence of taxation. Perhaps the most encouraging note to those interested in the ultimate professionalization of the local governmental service came in the answer of City Manager Dykstra of Cincinnati to the query, can a city government be run like an efficient private business? His reply was not merely a simple affirmative—there was a distinct inference that standards of governmental practice must of necessity be superior to those of ordinary private business and that local government falls down in proportion to the extent to which individuals seek public places in the "spirit of private business and for the purpose of profit."

American local government must somehow steer a course between financial bankruptcy on the one hand and social bankruptcy on the other. Children have to be educated, the unemployed have to be fed, clothed and housed, police and fire protection are still necessary, the prevention of disease is unquestionably more important in these times than in any other, since people suffering from malnutrition lack resistance. The signpost points down the road to greater governmental responsibility rather than less. Such responsibility can only be assumed by governments adequately financed and adequate financing is impossible these days without efficient operation.

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Mountain Nurse

By MADELINE V. KELLEY, R.N.
Visiting Nurse, Brattleboro, Vermont

JUNE 20. Visited today in Miss Rose's school district. There are eleven children in two families, all cousins, and all below standard physically, and I suspect, mentally. We worked all last year trying to teach them the elementary ideas of cleanliness, without making much headway. The father of one family just died this spring, and they haven't a thing in the world but what a fifteen-year-old boy can earn, in a town where there is very little work of any sort even in the summer. After much talk I persuaded the mother that the smallest boy, Walter, could have his tonsils removed safely. Now I must see the Red Cross about the money.

July 7. Went to Green's Corners to find the family known at present as Billings. The last forty-five minutes of the trip was hard going, uphill, over roads that have not been honed since March. Going down the other side of the mountain, the heavy rain last night had made the road a strip of mud, with great boulders at intervals that threatened springs and battery boxes. Arrived at the Corners I made inquiries only to learn that the family I wanted lived three miles farther on, "back of the mountain." With such encouragement I proceeded, on and up, along an overgrown pasture road, that made me wonder whether I could finish the trip. Once there I found it to be a fine old Colonial house, much in need of paint, clapboards and window-glass. The view was wonderful, but I do not see how anyone had the courage to clear a farm in such a place. The land is fit for growing timber but not for raising crops. Mr. Billings is a lazy chap who couldn't make a living from a fertile farm, so I was not surprised when I was told that they hadn't any money to spend for health work.

Mrs. Billings received me at the door, barefooted, dirty, her hair in a tangle. Suddenly I understood why the children were so seldom clean. While we were talking the three youngest children stuck their heads out of the window and occasionally offered a comment.

I inquired for the name of their doctor and was told they hadn't any. The nearest is twenty miles away, by the road that I traveled that morning. Although there are six children in the family, only the first was delivered by a doctor.

Minnie may have her tonsils cared for if I can raise the money. There isn't any Red Cross branch in the town.

July 16. Spent the day in Stafford. About noon I went up on the hill to visit little Joanna, who had impetigo so badly last winter. Her teacher did a good job of cleaning her up, when it became apparent that the parents couldn't or wouldn't follow the doctor's orders. There are three children at home of pre-school age. One of them, a girl, sings and plays normally, but does not talk. I can't make out whether there is a physical defect or not, and they won't let me take her to a doctor. The boy, a year older, is epileptic and a sorry case. They can't do anything with him in the house and so have built a little cell for him out of doors. It works all right this summer but I wonder what will happen when winter comes. He's on the waiting list for institutional care, but in the meantime. . . .

July 20. Made eight home calls this morning in Porter. This afternoon I went up along the north valley and onto the hill to the Harris place. Years ago the family lived up there and the children were left alone in the house while the parents were out in the field. They set the house on fire and it burned to the ground, children and all. The parents moved away, raised another family and now they are back again at the same place.

The new cabin stands nearly on the site of the old one. It's clean, at present, that is more than could be said for the last place. There is one big room for the seven of them, a stove in one end and beds in the other. I think there was one chair. While I was there, a thunder shower burst, and the wind drove the rain through the cracks in the side walls, wetting the clothing that hung on nails driven into the timbers. Last winter there were four feet of snow up on that hill.

The oldest girl, who entered school three years ago, is a little, undernourished, anemic mortal, with great wistful eyes, and a wealth of affection for anyone who smiles at her. I've been trying for a year to get her to a doctor, but her father wouldn't consent so long as she isn't actually in pain. At last he has given in and I'm to make the appointment for tomorrow.

July 24. Have made the arrangements for Minnie Billings to have her tonsils out. Clinic next week.

July 28. Kent is a mountain community over beyond Green's Corners. It's a long hour of hard driving. Today I visited the Jones boy. After leaving the "main" road I climbed and climbed the mountain side, until I came to the fork. Both branches were knee high with grass and the one I took seemed a little the worse of the two. As I went on, branches whacked and scraped at the sides of the car and I finally decided to walk the mile.

Just as I left the car, the rain began to fall. I always go prepared, so donned my raincoat and went merrily on. Crawled through a set of pasture bars and was greeted on the other side by a big collie. He escorted me all the way to the house, barking the whole time. I'm glad I like dogs!

Mrs. Jones appeared from the barn and we stood on the step in the rain while I told my errand. The door was open and I made a survey of the kitchen; sink piled high with dirty dishes, floor dirty, one chair piled with cast-off sweaters and coats, an old cot in one corner, on which slept a six-months-old baby, dirty as the rest of the room. Young Jimmy stuck his head around the door, and I captured him and demonstrated to his mother the presence of pediculi, whose reality she seemed inclined to doubt. Having laid down the law about removing them before school begins, I took my departure. She has had such visits a number of times, and always starts off, apparently with the best of good intentions, after a month or so her diligence wears out, and the whole thing is repeated. What next to try?

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August 3. That clinic is over! And Minnie Billings did not come. At the last minute her mother called up and said they had changed their minds. Well I'll just have to try again next year, but I'm afraid it will be a difficult matter to raise the money another time. At any rate, the little Harris girl has been to the doctor, and already she begins to look like a child instead of a ghost.

August 5. Robert S. lives with his father and younger brother, up on Farr Hill. Between his home and the school is an old slide on the mountain. Every little while a portion of the road slips into the brook below. The mother deserted a couple of years ago. They say the solitude was too much for her and she was half-crazed. I can hardly be surprised. Anyway, the father is doing the best he can with two lively boys, but Robert is pretty apt to have his own way. That includes sitting up until all hours of the night, and he's only seven. Mr. S. promised to do what he could about it but I have a feeling that it may not amount to much just the same.

August 18. Mountain roads are lovely, sometimes, but I can't help wishing I didn't have to climb them every time I want to go anywhere. I found a lovely thing, up near the top of Lyons Mountain this morning. I inquired at the village post office for the Bragg home and was directed to follow the steep hill, and turn left up another hill to the forks, then to follow the brook. At the fork I found a sign post, painted in red-barn paint by some amateur, an arrow, and the words "Mountain Home." I watched with interest to see what this might mean, and found that it was the home I sought.

A two-room cabin nestled against the mountain, sheltered by the woods, the walls long ago bare of paint were now silvered by sun and rain. A young man came to the door and invited me inside. His wife was a pleasant little woman who had been a school teacher. Helen was their only child. The furniture in the rooms was old, but immaculate. From the window, one looked off across the ranges of hills and mountains to the north and could pick out the men at work in the valley. When we turned back to talk of Helen, I found her mother well informed and eager to carry out the doctor's recommendations. Mr. B. had stayed to share our conversation, and they began at once to plan how they might plan for the extra expense. They were poor, that much was plain, but I knew that it would not be wise to offer aid. It might take longer to let them work out their own plan, but only so would they be entirely happy.

Later, when I reached the village, an old lady who had learned from the postmaster of my visit, told me their story. The boy had always been a ne'er-do-well and the girl had made a mistake to marry him, at least everyone thought so. However, she evidently had made him "toe the mark" and they were getting on very well, especially since his folks died and left him the farm. He has been clearing a little more land, they keep their bills paid, and people are beginning to respect them more than at first.

Exit Black Aggie

By LISBETH PARROTT

North Carolina State Board of Charities and Public Welfare

BLACK AGGIE is out of a job in North Carolina. For many years Black Aggie has flourished as standard equipment for the muscular convict camp boss. Now the old time boss has lost his job and so has the cat-o'-nine-tails.

For the past year, ever since the North Carolina legislature transferred to the State Highway Commission the maintenance of county roads and the control of some forty-five hundred road-gang prisoners, the work of displacing the discredited county prison camps has moved steadily forward. When the reorganization is completed some seventy district road camps uniform in general plan will have replaced fifty-odd county chain-gang camps. Under the law the plan of these new camps must be approved by the governor, the State Board of Health and the State Board of Charities and Public Welfare. Medical facilities must be provided; races must be segregated and men must be classified on the basis of conduct and on the type of labor for which they are fitted. Some of the better county camps have been taken over by the Highway Commission and are being utilized.

With the establishment of the state camps survivals of the old system are slated to go, along with Black Aggie. The rolling human cage, once widely used and still existing in three or four camps, is rolling out of the picture, giving place to sanitary, fireproof quarters. Into these narrow iron-barred cages as many as forty men were sometimes crowded. Only a canvas drop protected them from the weather. Tiers of rough bunks lined the sides. Sanitary conditions were unspeakable. The hated log-bunk camp is already gone. This was a makeshift affair of rows of logs on which bedding was thrown, with canvas for a roof. Long chains, passed through the prisoner's anklet were secured to the end-logs so that the men were strung together like beads.

Flogging was abandoned at the North Carolina State Prison in 1923, but the Prison Board had no authority over county camps and this form of punishment continued in the chain gangs unless local authorities intervened, as they sometimes did. No one has ever known the extent of brutality in the worst of these camps though court trials have occasionally bared horrifying cases of the most ingenious cruelty.

Even after the county prisoners were taken over by the state, flogging occurred in the camps, the rules and regulations for which had not been formulated. Then rumors of brutalities hastened the hand of the state authorities. At a conference which included among others the governor, the commissioner of public welfare, the chairman of the Highway Commission and the superintendent of prison camps, temporary rules were adopted which peremptorily forbade flogging. Permanent rules will later be drawn up by the Highway Commission subject to the approval of the governor and the State Board of Charities and Public Welfare.

Meantime Black Aggie has gone into well-merited retirement from which it is safe to say she will never emerge.

What Is Work-Relief?

WORK-RELIEF figures so extensively in the plans and proposals put forward by various states and communities in their applications for loans from the Emergency Relief Division of the Reconstruction Finance Corporation that the Division has formulated a definition by which such projects may be measured when federal funds are involved:

"Work-relief is wages or other compensation paid for work where the recipients and the amounts given are both determined upon the basis of actual need. Such funds are made available from those specifically appropriated or contributed for relief purposes and are used for worth-while projects, determined by the locality, which could not otherwise be undertaken at the time or in the immediate future. Wages in return for such work may be paid in cash or in kind."

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SOCIAL PRACTICE

Clubs Within Walls

THINGS have been happening fast at the Reformatory for Women at Framingham, Mass., since Miriam Van Waters took over the reins last March. The entire staff is now on an eight-hour day, this result being achieved after a job analysis had shown how activities could be combined and certain responsibilities delegated to inmates. An engaging activity at Framingham, which has some fifty infants "in residence," is a self-governing mothers' club, with a progressive program of parental education, which this past summer ran its own baby camp on the grounds. Another highly regarded institutional feature is a parole club, also self-governing, for which girls are eligible when within three months of release. By means of classes, lectures and social and recreational activities, both in and out of the institution, the girls are prepared for their readjustment to normal community life.

The Commissary Loses Ground

THE much trumpeted scrip system of relief in Grand Rapids, Mich., has come under the scrutiny of a committee of one hundred business and professional men and has been found wanting. By this system men on work-relief jobs on municipal projects were paid in scrip which was redeemable for food only at a municipal commissary. The committee after an exhaustive investigation challenged the economy of the system and deplored its effect on the morale of the men and their families.

The municipal commissary finds small favor in New Jersey where after a year of experimentation the State Emergency Relief Administration concludes:

> New Jersey's experience does not alter the impression gained from observations elsewhere that the commissary system is unsound. It is rapidly being abandoned in the state because it is cumbersome and costly. This last comment is made in full recognition of the fact that the chief argument usually advanced in favor of the commissary system is its low cost. However, figures recently compiled in this office show that the net cost of food in commissary towns is but 3 percent less than in store-order municipalities and this 3 percent is more than offset by the added personnel necessary to operate the commissary, by spoilage, waste and interest on capital funds . . . the commissary system is destructive of the client's initiative and hurtful to trade in the community. . . . Furthermore the labor and effort necessary to establish a commissary scarcely commend this method as an emergency method.

Rules for Relief in Ontario

INTERNMENT camps for transient unemployed and registration cards for all persons over eighteen who receive or apply for direct relief are among the recommendations made to the Ontario government by a special committee appointed to investigate measures of direct relief for the unemployed of the Canadian province. The committee urges that each community set up a public-welfare board to control expenditures, pass upon appeals and complaints and generally to administer all phases of direct relief.

Single unemployed men in need of relief who have established a three-months domicile in a municipality will be supplied food and shelter at municipal hostels in connection with which various work projects will be planned. Begging will be rigorously suppressed. Transients and others who refuse to establish domicile will be concentrated in internment camps.

Maximum allowances for families for food, clothing and shelter are set forth. For a family of six in summer the allowance is $5.75, with a 10 percent increase in winter. Clothing is to be provided through special agencies in each community. Rent, water and light must not exceed $16 a month. Suggestions are made for the co-operative purchase of fuel by municipalities.

In order to encourage the unemployed to seek work the committee proposes that no deductions be made in relief allowances until earnings exceed 60 percent of the amount of relief. In no case is relief to be given in cash.

It is recommended that the federal, provincial and municipal governments share equally the cost of relief with special provision for resourceless communities. The report while apparently acceptable to the government has not met with the unanimous approval of social workers and others concerned with maintaining standards of living.

Where Boys Learn to Behave

ELLIOTT HOUSE, Philadelphia, is this year celebrating the tenth anniversary of the reorganization by which it ceased to be a home for working boys and became a unique link in the chain of treatment facilities for truants and first-commitment delinquents. Elliott House, a private residential school for boys in trouble, is located in the heart of the city so that its young charges do not have to adjust themselves to an unfamiliar environment. They visit their homes regularly and participate under reasonable supervision in the urban activities to which they are accustomed. Their teachers are from the public schools, their counsellors are young college men. So long as they behave themselves the boys have large liberty to "go places and see things." The house, with its spacious playground, "gym" and clubrooms, has none of the earmarks of an institution.

The school is limited to forty so that treatment may be individualized. Most of the boys stay about a year during which their

Information in Brief

FOOD ALLOWANCES. *Published by the New York Temporary Emergency Relief Administration, State Office Building, Albany, N. Y.*

THE rules and regulations, worked out by experts, under which New York holds relief costs "at the lowest minimum consistent with the requirements of adequate food allowances."

EMPLOYMENT OF MENTALLY DEFICIENT BOYS AND GIRLS, *by Alice Channing. U. S. Children's Bureau Publication No. 210.*

THE history of the industrial adjustment of 949 mentally handicapped minors formerly enrolled in special classes in seven cities and of 167 formerly in state institutions for the feebleminded.

WHAT BECOMES OF CHILDREN REMOVED FROM HOME BY OSLO CHILD-WELFARE BOARD? *By Signy Arctander and Sigurd Dahlström. Published by the New York State Department of Social Welfare, Albany, N. Y.*

AN exhaustive statistical study published in this country to "bring before American social workers an accurate picture of European aims, methods, and results in relation to juvenile delinquency and its prevention."

A GUIDE TO PROCEDURE IN CARING FOR DEPENDENT, NEGLECTED, HANDICAPPED CHILDREN IN NEW JERSEY. *Prepared in cooperation with the American Legion Child Welfare Department and published by the Department of Institutions and Agencies, Trenton, N. J.*

A handbook for laymen, couched in simple direct terms on the manner in which New Jersey's new child-welfare laws function.

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physical condition is built up, their vocational aptitudes studied and directed and, so far as may be, their mental attitudes toward their homes and the community readjusted. All sorts of neighborhood recreational and health agencies figure in the program so that when the boys leave the friendly shelter of Elliott House, which they do by easy stages, their contacts with helpful community influences are firmly established.

Coordination by Ordinance

THE City Council in Atlanta, Ga., has taken a hand in straightening out the confusions in the relief situation and has by ordinance moved to weld the resources and the efforts of the city, the county and the community chest into a single instrumentality. The ordinance, "to provide for supervision of city expenditures for relief and other purposes," removes relief administration from the office of the city warden and lodges it in an Unemployment Relief Committee in which city, county and private interests are represented. Kendall Weisiger, long active in social work, has been appointed representative of both city and county and has been released "for the duration" from his duties with the Southern Bell Telephone Company.

The committee has drafted supervisors from the Family Welfare Society and has gained the cooperation of all chest agencies doing case work. Its beginnings are so promising that many observers are hopeful that from them will develop a permanent public-welfare department.

The State Takes Control

THE House of Refuge on Randall's Island, New York City, which since its organization in 1824 has been controlled by a private board though for many years entirely supported by state funds, has been taken over by the State Department of Correction. This institution for delinquent boys was the first of its kind in the United States and was the first faint beginning of the present system of classifying offenders.

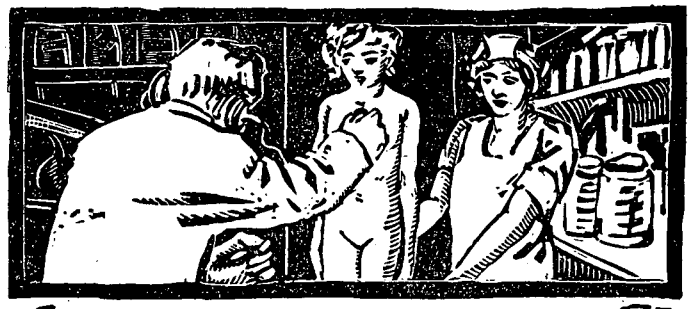
Two new institutions, now building, will presently receive the boys hitherto committed to the House of Refuge. Boys between sixteen and eighteen will go to the new State Vocational Institution in Greene County, for which the legislature appropriated $1,225,000. Plans for a building of small units, joined by corridors, to house five hundred inmates have been approved. Boys under sixteen will go to the State Training School for Boys at Warwick which is already in operation and will soon be at its full capacity of five hundred. This school will be used by scientists of the Columbia-Presbyterian Medical Center as a controlled research laboratory for the study of delinquency and behavior problems.

Relief Wages

COUNTING up the costs after its first seven months on the job the New York State Temporary Relief Administration finds that of the $20,000,000 of state and local funds expended for work relief approximately 85 percent went for wages and 15 percent for materials. The state contributed slightly less than half of the sum mentioned.

An analysis of work projects during the winter and spring showed that 40 percent of them were on highway construction. The remainder were: sanitation, 16 percent; water supply, 8 percent; parks and playgrounds, 12 percent; utilities and structures, 8 percent; general public improvements, 3 percent; clerical and professional, 11 percent; miscellaneous, 2 percent. The study of the local bureaus showed a high proportion of young and middle-aged people registered for employment, the rate of men and women over fifty-five running only from 7 to 15 percent.

Loss of life by suicide in the United States in 1931, estimates Dr. Frederick L. Hoffman, insurance statistician, mounted close to twenty thousand. The rate, 20.5 per 100,000, has been exceeded only twice, in 1908 and in 1915. The rate was highest in small cities, Madison, Wis., and San Diego and Sacramento, Cal., leading with 44.



HEALTH

What Money Can Build

A MODEL psychiatric clinic is a feature of the imposing new Cornell-New York Hospital Medical Center recently opened. Construction and endowment were made possible by extensive funds from the estate of the late Payne Whitney. The clinic has a capacity of 110 beds, no more than three in a room, for patients suffering from all types of mental disorder except those considered incurable. This is the first time that such service has been available in New York City in a private hospital since Bloomingdale moved to White Plains in 1894. An outpatient department is open to persons suffering from nervous disorders and personality problems. An entire floor is devoted to convalescents and another, including a nursery school, is devoted to children. Dr. George S. Amsden, professor of psychiatry at Cornell University, is chief of staff assisted by Dr. Charles D. Ryan as executive.

For Young Hearts

IRVINGTON HOUSE at Irvington-on-Hudson, New York, risen phoenix-like from its ashes, has recently dedicated a new building, shaped like a huge H, for the care of cardiac children without discrimination as to creed or color. There are accommodations for 150 boys and girls admitted through New York and Westchester hospitals. A department of scientific research will be housed on the top floor, and special study will be made of the causes and care of rheumatic fever, which is responsible for more than 90 percent of heart disease in people under thirty.

The Cow in Public Health

A RECENT court decision in Iowa upheld tuberculin testing of cattle as a public-health measure which should not be delayed or stopped because of the remote possibility that a healthy animal should be condemned negligently or the test found not infallible. The court denied an application for an injunction sought by an Iowa farmer to prevent the State Department of Agriculture from testing his cows. The decision follows a number of earlier decisions by different Iowa judges. The federal Department of Agriculture declares as the result of a biennial survey that bovine tuberculosis now has a prevalence of 1.4 percent in the United States in contrast to 1.7 percent in 1930 and 4 percent in 1922. On May 1, 1932 there were 1421 counties where the rate is known to be not more than 0.5 percent; for the rest of the country there are various degrees of infection, in some counties more than 15 percent.

Open Season for Tonsils

TONSILLECTOMIES seem to have become as distinctive an occupation of summer as haymaking, and Westchester County, N. Y., has found many ways of getting them done. In one town the district nursing association made the plans, the physicians volunteered, and the hospital gave care for $10 a patient. Clinics were held once a week, with eight cases at a clinic: grand total, 158 tonsillectomies. In another town the doctor and the taxi company cooperated and eight children had their tonsils removed

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at the local hospital at an average cost of $25 per child. When parents cannot pay, tonsillectomies are obtained variously: sometimes by the payment by the public-welfare officer of a town, sometimes from village funds, sometimes through the free care of both doctor and hospital. The Westchester County Department of Health registers progress in public-health education in the fact that four children on the waiting list for Grasslands Hospital had come to the nurse's office of their own accord to see how tonsillectomies could be obtained!

Training Tells

ON recommendation of the New York County Medical Society a new ruling has been adopted creating five different classes of nurses according to training: registered nurses (as under the present law); non-registered nurses (from non-registered schools, with two years' hospital training and a diploma); trained state hospital nurses (as under present law); undergraduates (nine months hospital training) or trained attendants (card from the state); and practical nurses (all miscellaneous nurses). All licensed registries must abide by the classification and must notify the patient within twenty-four hours of the group to which the nurse sent out belongs. It is hoped in this way to improve the distribution of home-nursing services.

Praise Day in Evansville

ONCE a month the schools of Evansville, Indiana, have Praise Day, when each child has an opportunity to praise publicly some other child in his classroom. The teachers find that there is not much danger of overdoing honest praise and the experiment is rated as a satisfactory part of the mental-hygiene program of the schools. That program, carried on actively for more than three years, has centered in educating teachers in the principles of mental hygiene. One result has been a steady decrease in the number of cases of corporal punishment. Cooperation with parents is sought by means of a "citizenship card" with such headings as facing reality, self-control and kindness, which the child takes home for the parents to rate. Mental-hygiene courses have been authorized for all the highschools of the city and a movement is under way for a child-guidance clinic. The set-up of the experiment includes a physician with psychiatric training, who is director of health, and two psychiatric social workers. The director of the Chicago Institute of Juvenile Research acts as consultant on difficult problems. An attempt has been made to interest every principal and teacher in the study of mental hygiene and such books as Burnham's The Normal Mind, Thom's Everyday Problems of the Everyday Child, and Menninger's The Healthy Minded Child have been studied in faculty meetings. A year ago every teacher in both high and elementary schools wrote up case studies of instances in which mental-hygiene principles had been used with success.

Pertinent Publications

THE HEALING CULTS, *by Louis S. Reed. Abstract of Publication No. 16, Committee on the Costs of Medical Care, 910 Seventeenth St., N. W., Washington, D. C. On request. Complete report, cloth, 148 pp., University of Chicago Press, price $2.*

Extent, causes and control of "sectarian medical practice."

THE WHITE RAT OF HAWKINS HALL. *Evaporated Milk Association, 203 N. Wabash Avenue, Chicago, Ill. On request.*

An illustrated story telling what made him grow: summary for children of tested principles of nutrition. Statements on evaporated milk approved by the American Medical Association.

MIDDAY MEALS FOR PRESCHOOL CHILDREN IN DAY NURSERY SCHOOLS, *by Mary E. Sweeney and Charlotte Chatfield. Circular No. 203, U. S. Department of Agriculture. Superintendent of Documents, Washington, D. C., price 10 cents.*

A MENTAL HYGIENE PRIMER. *Massachusetts Society for Mental Hygiene, 5 Joy St., Boston, Mass. Price 25 cents.*

Revised edition of a Mental Health Primer, with chapters by well-known specialists on mental-hygiene problems.

PREVENTION OF MENTAL DISORDERS IN VIRGINIA. *Symposium on Mental Hygiene.*

Four articles on facts, activities and programs reprinted from The Virginia Medical Journal by the State Department of Public Welfare, Richmond, Va.

MENTAL HYGIENE LITERATURE.

Check-list, with prices, of pamphlets on general mental hygiene, children and the family, and education, distributed by the New York State Committee on Mental Hygiene, 105 East 22 St., New York.

OUT OF BABYHOOD INTO CHILDHOOD. *A Health Talk to Parents of Children from 1 to 6. Metropolitan Life Insurance Company, New York City. On request.*

Laymen, Too, May Learn

THE New York Postgraduate Medical School of Columbia University is offering this winter to physicians, jurists and educators a course in psychopathology under the direction of Dr. Philip R. Lehrman. The lectures will deal with psychopathology as developed by the school of psychoanalysis, including the application of the psychoanalytic methodology to the study of milder character deviations in adults and children as well as to the more serious psychoneurotic disorders. Case demonstrations will accompany the lectures which will be given Wednesdays from 5 to 6 P.M. from November 2 to May 3. For details consult the registrar, 303 East 20 Street, New York.

DISTRICT nurses, county and city health departments, juvenile court and other social agencies of Columbus, Ohio, have been working together for complete physical examinations and social follow-up for that city's children. One measure of active progress appears in the records of the venereal clinic of The Children's Hospital: 807 visits in 1930; 2758 in 1931; 878 for the first quarter of 1932. As in almost every case the condition is congenital, these figures mean not an increase in the number of children who have a venereal disease, but in the number diagnosed and brought under care.

A NEW food poster, When Every Penny Counts, has been prepared by the Metropolitan Life Insurance Company for study by people waiting in clinics, health centers and offices of relief agencies. At the request of health and social workers, individual weekly requirements for food at minimum cost are worked out and illustrated in color. Copies on request to health and social workers and others who can use it to advantage: Welfare Division, Metropolitan Life Insurance Company, 1 Madison Ave., New York City.

THE recent mental-hygiene survey in California recommends that any school system in which there are ten or more children whose low intelligence makes them a classroom problem should have a specially trained teacher for the group, with aid from state finances if necessary. The survey found 13,700 mentally retarded children in the public schools of whom more than 5700 were considered feebleminded.

THROUGH the social-service department, medical staff meetings at Butler Hospital, Providence, R. I., are to include at each session a follow-up report on the patients whose cases were first considered by the staff at the corresponding meeting a year before—giving an important opportunity for review, evaluation and follow-up. Butler Hospital cares for patients suffering from mental illness.

THAT gainful occupation *per se* does not explain the high rate of tuberculosis among young women is the conclusion of a study in Michigan by Dr. W. J. V. Deacon reported in The American Journal of Public Health (Vol. XXII, No. 4, p. 367). Prevention, Dr. Deacon believes, must include more emphasis on health education in junior highschools, highschools and colleges.

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INDUSTRY

Coal

IS a 20 to 25 percent wage cut in anthracite necessary for the industry and bearable for the miners? The question is being threshed over in conferences between operators and the union as this issue goes to press. The operators hold that because of the drop in living costs, wages in the industry are "out of line" with wages in comparable fields. The miners insist that even with a 10 percent addition to war-time levels, under the present agreement which expires in April, their annual income is still far below a living wage. Union membership has dropped from 160,000 in 1923 to about 140,000 at present, the annual payroll (largely because of broken time) from $325,000,000 to $150,000,000. If conference fails, the operators hold that arbitration is compulsory under the agreement, the miners that it is optional.

Disorganization in soft coal and its effect on coal communities and on industry as a whole are well pictured in a recent pamphlet, The Human Cost of Coal, published by the Association Press (347 Madison Ave., New York. Price 40 cents).

Going to Work

WHAT becomes of children who leave school in hard times to try to contribute to family support is pictured in the report of a detailed study of the experience of one hundred boys and girls in Cincinnati (Out of School—Out of Work. The Consumers' League of Cincinnati, 1024 Provident Bank Building. Price 20 cents). The study, based on school and Vocational Bureau records and on family visits, shows vividly the chances for employment, unemployment and subsequent schooling for white and Negro boys and girls in a community where industrial stability is well above the American average. Only 23 of the 100 children were continuously employed after leaving school, 6 of them girls helping at home without pay. Wages earned ranged from $4 to $18 a week. Eleven of the unemployed children were in Juvenile Court after leaving school. Only 7 of the 100 children returned to school after their experience as job-holders—or job-hunters.

California Talks It Over

MORE than one thousand Californians cooperated with the State Unemployment Commission (335 State Building, San Francisco) the past summer in finding out what unemployment was doing to individual and family lives and in working out a program to submit to the legislature at its next session. The commission held hearings in Los Angeles, San Diego, San Francisco, Oakland, Fresno and Sacramento. Outstanding recommendations were for reduced hours, public-works planning, some form of unemployment insurance, state aid to counties and cities for relief. There was more interest in unemployment insurance than in any other subject put forward, according to a preliminary report of the hearings. Of the 78 persons testifying on that point, 70 favored an insurance plan, 3 were doubtful and 5 opposed. Various systems were advocated, including contributory and non-contributory, separate reserves for individual plants and pooled reserves for a group of plants or for industries. A full report of the hearings, including personal experience stories of the unemployed who testified, is now in the hands of the state printer.

A Stout Shield

THE Norris-LaGuardia law, protecting labor from flank attacks in time of trouble, won hands down in what is generally regarded as the first real test of its validity (see The Survey, April 15, 1932, page 83). Last month employers sought an injunction in the District of Columbia Supreme Court restraining the local of the International Fur Workers' Union from picketing and carrying banners in front of a Washington shop which, the union held, was "unfair to labor." Some violence and intimidation were also charged. Counsel for the union urged that the Norris-LaGuardia measure prohibited the issuance of an injunction on such facts as the employer cited and Justice Daniel W. O'Donoghue, agreeing, dismissed the case.

Airing the Sweatshops

SWEATSHOP conditions creeping back into the men's clothing industry in the wake of the depression is given by the Amalgamated Clothing Workers of America as the chief cause of the strike which recently tied up the New York City market. The strike involved about fifteen thousand workers in 425 establishments and also some five hundred contracting shops, doing work for these manufacturers. The union had long complained to the manufacturers about "bootlegging"—sending out work to shops in New Jersey and Pennsylvania, where union standards of wages, hours and working conditions are not in force. Strike activities directed against trucking companies which carried union-cut goods to "scab" shops, resulted in some violence. The Amalgamated, one of the few unions in this country strong enough and sufficiently well led to uphold union standards even in hard times (see The Survey, March 1, 1932, page 586), was able to keep its key groups in line. The chief trucking company involved finally signed an agreement under which it will carry no nonunion goods, and union goods only to contractors registered with the organization. At this writing, some 250 of the 425 firms, including all the big houses, have signed up. A strike committee continues pressure on the firms still "outside."

By Law or By Choice?

WHETHER or not the Wisconsin Unemployment Insurance Law, passed last winter, goes into effect depends on action by Wisconsin employers in setting up voluntary plans (see The Survey, February 15, 1932, page 515). Unless 175,000 workers are covered by such schemes, approved by the State Industrial Commission by June 1, 1933 the law will go into effect in July. The commission recently outlined what it considers a satisfactory plan. The main features, including a reserve fund built up by the employer based on payroll figures, with benefits up to ten weeks a year amounting to $10 a week maximum and $5 minimum, follow closely the provisions of the Groves Law. The reserve fund is to be deposited with a company having trust powers, chosen by the employer, and invested in certain classes of readily marketable government securities.

By the Project Method

ADAPTING the project method to the needs of a labor school, Commonwealth College at Mena, Arkansas, recently sent two groups of students and teachers out into the field to make a first-hand study of industrial conflict. One group went to Bell and Harlan counties, Kentucky, to see for themselves the situation in the mining communities and to distribute some food and clothing. They were forced to leave several towns and finally taken to the Virginia State line where they were flogged and threatened with lynching if they returned to Kentucky.

A second group went to the Illinois coal fields at the time the

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referendum on a wage-cut agreement was being taken. Writing in the college fortnightly, Oliver Carlson, a member of the party, describes the desperate plight of the soft coal miners in that area, where thousands have been out of work one to three years. In the two weeks of their stay, the labor college students were jailed, slugged and finally driven out of Franklin County under police guard, apparently because they were "outsiders" attending miners' meetings and demonstrations at a time of bitter conflict between two factions within the union and between miners and operators.

Here's a Bright Spot

WAGES going up, hours of labor coming down is the cheerful story that comes from the India Tire and Rubber Company, Akron, Ohio. As an official of the company tells it, business was so bad back in January that a 20 percent wage cut was declared. The management announced, however, that, should the company's business reach a certain goal during the first six months of the year, the wage cut would be paid back during the second six months. The quota was reached and the whole of the 20 percent cut has been refunded. A year ago the company experimented with a six-hour day in the most arduous division of the plant, "the pit" where tires are "cured." The new schedule increased efficiency and the plan has gradually been extended to other divisions, until now the whole plant is on a four-shift schedule, a change that has increased the working force a third. The company reports that, owing to its wage rates and bonus plan, its employes are averaging only 7 percent less in earnings than they made at the 1929 peak. The falling cost of living, the company feels, makes up for this lower income.

The Machine Must Pay

HOLDING that machines that throw men out of work must contribute to their support, George W. Alger, impartial chairman of the New York cloak and suit industry, recently made an interesting contribution to current discussion of technological unemployment. The dispute on which he made the new ruling arose out of the demand of members of the International Ladies' Garment Workers Union for a $12 increase in pay for pressers employed on electrically driven pressing machines. The union showed that the machines almost doubled production and had displaced many hand pressers. Mr. Alger allowed the wage increase and directed employers using electric pressing machines to pay $8 a week into an unemployment fund for every machine used in their plants. The fund is to be administered by the union for the relief of jobless pressers.

A DETAILED and very sympathetic analysis of the Swope Plan is offered in Tomorrow's Route by John R. Hall, in a pamphlet published by the John R. Hall Corporation, 52 Vanderbilt Ave., New York (see The Survey, March 1, 1932, page 583).

A "Buy Baldwin Coal" campaign has been launched by trade unionists in California, in support of the labor policy of the Rocky Mountain Fuel Company, of which a former social worker, Josephine Roche, is the head.

FOURTEEN questions about child labor in this country are answered in a new pamphlet, Where Work Begins, published by the National Child Labor Committee, 331 Fourth Avenue, New York. It includes a list of minimum standards and a brief bibliography.

How child labor interferes with schooling is shown by the report of a survey of six North Carolina counties, just published by the State Board of Charities and Public Welfare. The survey covers school attendance in 1929-30. Of the white elementary school children absent that winter, 28.5 percent were kept out of school for farm or other work; among Negroes, the proportion was 49.3 percent.

EDUCATION

Grown-ups and the Three R's

EDUCATIONAL adventure on a grand scale is chronicled in The Opportunity Schools of South Carolina, by William S. Gray, Will Lou Gray and J. W. Tilton (American Association for Adult Education. Price, 75 cents), which describes an attempt to measure the results and the limitations of elementary education for white and Negro adults of meager schooling. The State Department of Education of South Carolina and the American Association for Adult Education carried out the scheme under a Carnegie grant. Each of the 100 illiterate and 175 "advanced" students was subjected to a battery of tests of ability and achievement before and after taking a four-week school term. Important educational facts brought out were: the limited capacity of the students, who were highly selected individuals (the median mental ages of the four white experimental classes were 8.2, 9.7, 11.1 and 9 years; of the five Negro classes, 6.4, 6.7, 7.5, 8 and 9 years). If the students continued the rate of gain recorded, "from eight to ten terms will be required on the average for them to attain functioning literacy." Intermediate and advanced groups, who had had more previous schooling, went ahead faster than the experimental (practically illiterate) groups. The school program, particularly for the advanced groups, was hampered by lack of reading material suitable for "literate adults of limited education."

Student Jobs

CURRENT job scarcity holds a threat of labor exploitation on the college campus as well as in shops and factories. Alice V. King, superintendent of the student employment office at the University of Wisconsin, states that a number of employers last year "abused the privilege of individual and personal bargaining with the students as to the hours of work and the wage rate per hour" because the depression has "reduced the individual bargaining power of students." Miss King has drawn up a set of standards, with a wage scale ranging from 20 to 50 cents an hour for work most often found by students as a fair basis for bargaining between employer and worker. Last year, she states, the number of jobs for self-supporting students dropped 22 percent below 1930–31. This year students are urged not to go to Madison unless they have funds to see them through at least one semester.

Without Benefit of Cash

BARTER as answer to some of the problems of hard times will be tried at Antioch College, Yellow Springs, Ohio, this fall. A Mid-West Exchange, to include about fifty nearby industries has been incorporated by college officials. A firm placing an order for its product through the exchange takes payment in the output of another member. The exchange will also be used by students attending Antioch on the alternating work-study plan. Thus the boy who "jerks gas" at a filling station during the off-campus part of his college year takes payment in credit for gas, with which he pays his tuition. The college will turn over the credit to the ex-

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change, in return for laboratory supplies, building supplies, and the like. Similarly a local exchange has been organized in Yellow Springs to relieve unemployment and supply a clearing-house for medical, dental, nursing and hospital services, skilled labor and surplus farm produce.

Oregon Goes Close-Reefed

WITH the closing of the School of Applied Social Science, of which the School of Social Work was a part, professional social-work training at the University of Oregon has been in part suspended, in part taken over by other departments (see The Survey, September 15, page 424). The public-health nursing course has been transferred to a new department of health education in the medical school, Philip A. Parsons, former dean of the School of Social Work reports. Social work training in Portland social agencies has been suspended, and training family case workers, visiting teachers, child welfare workers and workers specially prepared for juvenile court positions is discontinued. The demonstration center in the Lane County Court for training rural welfare executives goes on through the cooperation of the new School of Social Science, the court, the local community chest and the county Red Cross chapter. Here an eighteen-months program of practical and intensive training will fit four to six qualified students a year as welfare executives in county courts to administer the poor fund and act as child welfare workers and probation officers. It is hoped that with better times, a broader training program may be resumed.

Saving the Little Red School

FOR lack of public funds, the Little Red School House, one of the most promising efforts to apply "new" methods in a public school situation, is now a private school. The progressive set-up in Public School 41, New York City, was in part financed by the Public Education Association (see The Survey, June 1, 1928, page 273). Last spring this support was reluctantly withdrawn because of hard times. The board of superintendents, after an unsympathetic appraisal of the work done, refused to continue it. A parents' committee has raised the money to keep the school going. It will be located in the same neighborhood and carry out the same curriculum, which "bases intellectual development directly upon realistic, concrete experience." Elisabeth Irwin continues as director. The school will have four or five classes of thirty children each, 6 to 10 years old. For the first year, tuition will be $125, considerably below the level of other New York City progressive schools. The new school will be used by New York University and the Bureau of Educational Experiments for teacher training.

That Salary Problem

THE matter of teachers' salaries is more complicated than first appears. Nothing stands out more sharply in the well organized report of the recent Cleveland study which attempts to define and deal with all the relevant factors. The study, sponsored by the local Teachers Federation and the Board of Education, was made by the Bureau of Educational Research of Ohio State University. It poses two questions: what salaries do Cleveland teachers merit, in view of training and experience? What can the district pay? The report is rich in suggestion for other communities attempting to tackle this problem in objective and orderly fashion.

For Young Homemakers

RESULTS of four studies, undertaken in an effort to make the homemaking course fit the needs and interests of continuation school girls in one California community are summarized by Rua Van Horn, supervisor of vocational homemaking in Oakland in the last issue of California Vocational News Notes. The studies showed that most of the 176 girls included are below average mental ability (the median I.Q. was 79), their average attendance is about one day a week, they frankly desire marriage as soon as they are allowed to leave school, health practices and living conditions for the group are below standard, most of the group already carry home duties in addition to their jobs, and "irregular attendance and entering and leaving school throughout the year necessitate an organization and plan of instruction that will take the pupil where she is and carry her as far as she can go toward social usefulness." A course in homemaking is being worked out and teaching materials prepared based on what the study showed to be the chief needs and chief desires of the girls.

Lessons in Play

DESPITE some opposition from mill, mine and school authorities, Pioneer Youth continued last summer the play schools and camps for children of Southern textile and coal communities, started a year ago (see The Survey, November 15, 1931, page 208). Because of their connection with the West Virginia Mine Workers Union, several play schools were evicted from rural school buildings near Charleston which housed them for the early part of the summer. For the remaining fortnight, teachers and children met in tents or shacks in bad weather, and spent pleasant days in nature hikes, picnics and outdoor games. At Marion Camp, in North Carolina, the thirty-two youngsters and their leaders finished a dining-hall, built a tiny library, enlarged the swimming-pool and built a dozen "tree houses" as well as doing all the camp work. For many of these youngsters, the chance to "learn to play" was a great experience. Camp and play-school activities included puppet shows and "real" plays written and produced by the children, folk dancing, group singing, gardening, story-telling and discussion of labor questions and the conditions of the children's own lives. Simple but adequate food, better health habits and the tonic of joyous adventure resulted in remarkable gains in health and vigor for these helpless young victims of bad industrial conditions, the camp leaders report.

Short Cuts

BECAUSE the supervised field experience in social work training is largely made up of "the most intensive type of case work," two New York agencies cooperated last winter in a project to determine values to the schools of social work and to the agencies in putting more emphasis on "short-contact interviewing." The study was made by Bertha Capen Reynolds of the Institute for Child Guidance, working with the Department of Boarding Homes of the New York Children's Aid Society. Her report (Smith College Studies in Social Work, Vol. III, No. 1) is illustrated with records and analyses of actual interviews. She concludes that students can be trained "to get at the essential things to know about people, at least for a start toward a working relationship, in shorter time than with the old agency-centered, worker-protective and worker-glorifying method."

LAST spring George S. Counts of Columbia startled three national educational meetings with his criticism of school thought and activity divorced from the going world. These papers are now available in pamphlet form (Dare the School Build a New Social Order? John Day Pamphlets No. 11. Price, 25 cents).

THE American Association of University Women offers a 48-page outline and bibliography, The Student Goes to College, covering Financing a College Education, Student-Faculty Relations, Religion and the College Student, Value of a College Education, etc. (1634 Eye St., Washington, D. C. Price, 50 cents).

THE first of three articles on Our Exceptional Children in Child Welfare, official publication of the National Congress of Parents and Teachers, considers the special educational needs of the physically-handicapped, the mentally-handicapped and the gifted child, and the extent to which such needs are being met in the public schools of typical American cities.

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WORK SHOP

Lists That Pull

By BERNARD C. ROLOFF

Executive Secretary, American Mouth Health Association

THERE are low-resistance lists and high-resistance lists. Low-resistance lists are collections of names of people who by reason of a natural leaning toward a social project, some acquaintance with an organization or with its personnel or some past contact with its work, will probably be favorably disposed toward an appeal. High-resistance lists include the names of persons with no known natural affinity for the project who may know nothing about it and may never have heard of it, who are interested in pet charities to the exclusion of all others or who may be frankly antagonistic. Such people, if it is possible to identify them, had better not be appealed to at all.

Probably every money-raiser has had the experience of thrilling over a 15 percent result from a mailing to a small list, and has wished that he could send out ten thousand letters. He tries it. Same letter—same enclosure—larger list. But results drop to 2 or even 1 percent or less. He is dumbfounded. But he shouldn't be. The larger list was his trouble. The appeal struck fire through only a small cross-section of it.

Amateur compilers of lists, and by that I mean the ultimate users and not the professional listing agencies, are usually content to use lists easily procurable in bulk. As a result they are constantly using lists worked by many others with competition as the inevitable result. An agency may spend in the course of a year thousands and certainly hundreds of dollars soliciting funds from overworked lists that are years old containing the names of many persons who, because of religious or racial prejudices, would not contribute to that agency under any circumstances. The agency that without a quiver spends a hundred dollars for postage will balk at spending ten dollars to work over a list to take the resistance out of it.

To get a low-resistance list one must take advantage of every favorable circumstance. Names secured from active board members are of course its backbone. Insist on directors supplying such lists. Hammer away till you get them. Ask friends of the agency for names. Ask every contributor to give you five prospects. If you have occasion to address a club or church group devise a method of getting the list of those present. Send them from three to six letters. Get people to respond to offers of free booklets made over the radio, by mail or in speeches. Treat these names as first class prospects. Don't be scornful of little lists—a dozen, six—even one name. Remember that the best names you can add to the list are those of people with whose special interests you are familiar. Clip news items, marriages, wills probated, society items, anything that gives a line on special interests.

Divide the names of men and women on the list, so that when you have a phase of your work especially appealing to one group or the other the list is ready at hand. So far as is possible indicate on each card the date and source of the name. Club publications yield many names and many little sidelights of special interests. House organs of trade groups are a good source. Banks publish annual statements with the names of their directors. Personal property assessment lists are always available. The secretary of state will furnish lists of corporations and of car owners. But here again you get into bulk and these lists must be worked over, names eliminated and classified and the cards notated before they qualify for the low-resistance group.

Do not pay fancy prices for lists. Few are worth more than $10 or $15 a thousand, and even then they must be worked over. Keep lists checked up to date. Removals and deaths change lists to the extent of 15 to 20 percent yearly. Scores of lists are not even 50 percent correct. Do not addressograph the prospect list. It does not pay. But by all means addressograph the contributors' list. Keep a "do not appeal" file—and use it religiously when adding new names to the prospect list. Every new list that comes in, whether large or small, should be cleared with (1) the contributors list, (2) the do-not-appeal list, (3) the prospect list, (4) lapsed givers list.

Above all keep lists small and select and easy to break down into groups. Know the leanings and special interests of these groups and appeal to them accordingly. And never, never, never give up appealing to the lapsed list until the former giver specifically asks you to quit. It is easier to sell an old customer than a new one.

Complaints

By PHILIP L. KETCHUM

Executive Secretary, Council of Social Agencies, Omaha, Nebraska

Answer the complaint immediately. One of the most serious indictments against social work is the red tape involved and the long time it takes to secure definite action. An interval of several days between the complaint and the answer will only help to crystallize in the mind of the complainant the impression that social workers move slowly and with little or too much efficiency.

Follow up telephone conversations by a letter or a call. Even if you have a good telephone personality you can't be sure that it will "take" after the conversation ends. There are many chances for misunderstanding when two people do not know each other, cannot see each other, and each is sure that the other is wrong.

Listen to all the complainant has to say. Lord Chesterfield put it pretty neatly when he said, "Many a man would rather you listen to his story than grant his request."

Act interested. It may be an old, old story to you but it is a new one to him.

Be sympathetic. You are under no obligation to maintain a reputation for being hardboiled. People will see to it that you have that reputation anyway.

Be honest. Admit that even social workers make occasional mistakes.

Know the facts. Any generalization is weak that does not start from a basis of fact.

Don't immediately convince the complainant that he has been a chump. Admit that he may have been right and then show him where he was wrong.

Tell him more than he wants to know. To him, the case in which he is interested is the only important case in the city. After you have finished with it, tell him something of the scope of your work, something of the problems you have, something of the philosophy and ideals of case work. Be a missionary.

Don't forget him. If you have successfully answered the complaint, put the complainant on the mailing list of your organization. List his name and address and the case in which he is interested for a future report in a month or six weeks. You have probably found a friend for your organization. Don't lose him.

The Vagrant Observer

By ELWOOD STREET

Director the Community Chest, Washington, D. C.

UNDER the introduction of President William Montgomery and B. F. Harlan, office manager, your Observer made a brief study of procedures of the home office of the Acacia Mutual Life Insurance Company in Washington. Among the bits of equipment and procedure which were especially approved were: a lightning

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letter-opener used to open the large quantities of mail, avoiding the individual opening of envelopes; maps of agents' territories mounted on the upper and lower surfaces of soft wood slides in cabinets, into which pins were easily stuck to indicate various facts; the file-aide made by the General Machine Works, York, Pa., an inexpensive and simple but effective holder for material to be copied by a typist which Mr. Harlan says is the best and cheapest device of the sort that he has seen; the acme visible index, lists typed on thin strips of cardboard, in the opinion of Manager Harlan the most effective device he had seen for this purpose. It might be used for names of social-agency contributors, clients and the like which must be kept up-to-date. In this same office the addressograph was effectively used in keeping track of premiums due and in printing statements of which six copies had to be made at one time.

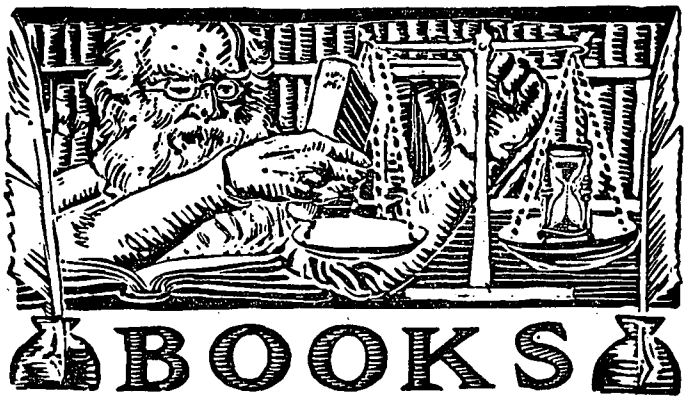
ONE OF the ablest solicitors of large gifts attains surprising results year after year, getting steadily increased subscriptions from most of his prospects. He modestly says that this is only because he is a good salesman (and he is) and also because after each call he writes the prospect a little thank-you note expressing appreciation of his courtesy and bringing up for reiteration some agreeable angle of the conversation. The solicitor says he thinks these notes have been a powerful factor in building gifts and good-will for the future. Might not this be a good general procedure for all those who are soliciting charitable funds?

WHEN uninformed subscribers commenced to complain about the "overhead" of the Community Chest of Washington, D. C., Dr. Herbert D. Brown, director of the United States Bureau of Efficiency, was persuaded to make a study of the operations of the Chest through members of his staff. The report, which was released in the middle of the Chest campaign, stated that the Community Chest was adequately, honestly, efficiently and economically administered, that the criticisms that had been directed at it were unfounded and that the unit cost of operating has gradually diminished. The report in detail was considered by the office management committee of the Chest, the chairman of which is J. B. Wyckiff, business manager of The Nation's Business.

Dr. Brown has promised to detail a member of his staff to make similar studies of all Community Chest organizations with a report to be handled by a committee representative of the chief branches of the United States government. When completed this report will be given publicity to all government employes as a means of building up their goodwill and their confidence in the work of community chest organizations. Some 68,000 out of 83,000 government employes contributed three days' pay or more in the last Chest campaign.

AN INTERESTING use of the telephone for solicitation of pledges was made last year by the Community Chest of Ravenna, O. L. S. Hubbell, president of the Chest for eight years, was campaign chairman. He put in a battery of telephones, trained a group of volunteers from women's organizations; started on the residential districts; and when the business men soliciting downtown failed to get results, turned the telephone artists loose on the downtown district. The result was that $13,000 was secured on budgets of $9325 in a town of 8000 population. Mr. Hubbell made some interesting statistics as follows: average calls per hour 24; average number of pledges per hour 5.2; percentage of pledgors to prospects 43.3 percent; average amount of residential pledge $6.12. This went on for five days and was followed by five days of clean-up of odds and ends.

Each prospect had a card made out for his name with the telephone number. After the telephoning was finished volunteers were sent out to cover personally a representative street. Not a cent was secured by these personal callers so thorough had been the telephoning. It was decided that people who could not be reached by the telephone were not good prospects. Messenger service was operated after 4 P.M. by Boy Scouts who called for the pledges and money promised over the telephone. The whole solicitation outside of that organized in factories was handled in this way.



The English Volunteers

THE PRIVATE CITIZEN IN PUBLIC SOCIAL WORK, *by Hilda Jennings. George Allen & Unwin, Ltd. 237 pp. Price 6s.*

THE organized volunteer in social work is yeast in the social rising. In this short monograph Miss Jennings describes the voluntary care committee system in London; but her work gains wide significance by using this description to support the thesis that the organized volunteer is the inspired guide, leading bureaucratic government by the hand, away from quantitative uniform and mass controls, toward individual treatment. The text is thoughtful: its treatment altogether pleasing. It is eloquent of the "paramount importance of personality" in building for human welfare. In her final statement of the significance of the voluntary system she observes two abiding reasons for the persistence of the intelligent volunteer, first, the closer contact thereby established between the dynamic individual and his fellow-citizens encouraging the upspring of other-mindedness; and second, the wholesome leaven of individual friendly persuasion in the midst of bureaucratic compulsions.

This little English book is doubly interesting at the present moment to American readers. We who live in the throes of mass production in governmental experimentation are at the point of taking most of the relief processes heretofore developed by voluntary trial and error and throwing them bodily into bureaucratic functioning. Shall we be able, as Miss Jennings finds the English, to take on the official form without losing the humane substance discovered only in case-work treatment? Inevitably we are destined to find, as has the mother country, that governmental schemes in welfare, arrived at *a priori* and developed on paper, lack the vigor to withstand the vicissitudes of budgets and changing political controls. They require careful growth out of much experimentation and thrive only with the organized volunteer behind them.

ROBERT W. KELSO

Behavior Cookbook

NORMAL YOUTH AND ITS EVERYDAY PROBLEMS, *by Douglas Thom, M.D. Appleton. 368 pp. Price $2.50 postpaid of The Survey.*

IT would seem extraordinary, if we did not know it to be the case, that it is necessary for so many authorities to write and tell people who deal with the young of their species a few obvious facts about them. Apparently we must be informed again and again that children in their teens (as well as before and after) are sensitive about their over-size, their under-size, their complexions, their ability or the lack of it, their sex popularity and their family status. Repeatedly we must be reminded by those in authority that education must be suited to the individual; that quarrelsome parents produce emotionally unstable children; that too much repression is dangerous, and too little guidance bewildering and that some environments are so unwholesome as to develop neurotic and socially destructive traits. One would suppose that we would know this from our grandmothers and that they in turn would have learned it from Solomon. Yet so prone are we all to forget what is in front of our noses, that a distinguished physician and clinical director like Dr. Thom, with the background of his large experience, must retell us what we have forgotten. All of us have

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been young. And most of us deal at some time with young people in our own families or those of friends. It seems incredible that we must look up common-sense advice in a book on average behavior, as a young bride consults her cookbook on how to fry an egg. Yet many a girl does not know how to boil potatoes without advice, and the same girl as a parent must consult a behavior "cookbook" to learn that she must be patient, intelligent and discriminating with her child—and not (according to Alice in Wonderland) "beat him when he sneezes"! For all such guides of the young, and most of us are included at some time or other, Dr. Thom's book is to be highly recommended. It is sound, practical and excellently written, with much authentic case material. We shall need such books for some time to come and Dr. Thom is just the man to write them.

ELEANOR ROWLAND WEMBRIDGE
Cleveland, Ohio

An Englishman Views Our Crime

KING CRIME, *by Collinson Owen. Henry Holt. 275 pp. Price $2.50 postpaid of The Survey.*

HERE an English journalist presents a true-story of American crime for British readers grown tired of movies and detective stories. King Crime is a scathing indictment of American lawlessness, tracing the rule of gangsterdom from the Five Points gangs of colonial New York through Boss Tweed's days into our modern era of gentlemen racketeers with expensive bathrooms, well-manicured wives and Old Masters. A score of gangsters, notorious but picturesque, from Gyp the Blood to Al Capone, follow each other through absorbing chapters. There may be a trace of British bias in beginning this history of American crime with the Boston Tea Party and ending it with a justification of English policy in India, yet many of the chapters, notably those on The Frontier and its child The City, contain solid material thrown into sharper relief by contrast with Old World conditions.

The serious student of social problems cannot but wish that more had been offered in the way of constructive suggestion. The American crime problem stinks in the nostrils of the world; we have need of what help other nations may have to offer. Yet here is only the old insistence on capital punishment, "that final argument of society against the bad elements within it." Warden Lawes of Sing Sing is dismissed as a sentimentalist whose judgment cannot be relied upon because he knows criminals only after they have been subdued by prison bars. August Vollmer's figures on the volume of crime are quoted but his scholarly efforts to probe its social and psychological roots are not even mentioned. There are many quotations from the Illinois Crime Survey with but little emphasis on its significant conclusions regarding crime areas. There is no mention of the Institute for Juvenile Research in Chicago nor of the child-guidance clinics springing up all over the country. In these gropings toward a new scientific approach may be hidden the material for a future true-story no less absorbing than King Crime.

Napa, California ANNE ROLLER ISSLER

Sociology

EDUCATIONAL SOCIOLOGY, *by Daniel H. Kulp II. Longmans, Green. 591 pp. Price $3.50 postpaid of The Survey.*
SOCIAL PATHOLOGY, *by George B. Mangold. Macmillan. 736 pp. Price $3 postpaid of The Survey.*

WHEN one attempts to apply his sociology or his economics to the concrete problems of religion or education he treads very dangerous ground. In these fields it is the standing temptation to use the language and methods of science for the promotion of ethical and normative ends. A science is most useful when it serves neither of these ends. Kulp has faced this problem in writing his sociology of education and met it with a high degree of success. The present reviewer has taught educational sociology without knowing what it was. This book would have helped him. Kulp discusses the meaning of education in the community as the sociologist sees it. The second part of the book deals with the elemental concepts of sociology as they relate to education, the learning process, or better still, the formation of personality. This is followed by an analysis of types of social behavior and social organization. There are several chapters given over to the relation of the school to certain social problems. Kulp believes that in its relation to education sociology should be largely a fact-finding procedure, and to that end has concluded with three chapters of methods and objectives of research.

PROFESSOR MANGOLD has written a sane and dependable book about social problems. The first test of a good book in this field is that it should describe objectively the various social problems and it should indicate their inter-relationship; this has been done. The second test is that a book on social problems should be up-to-date and emanate from objective and significant research data. Mangold has met this requirement. Moreover, the materials are readably presented. Mangold is another sociologist who seems to have great faith in democracy, and he believes also, with certain reservations, in the eugenic program for the improvement of the race. He believes, too, that with more religion (he is not interested in the brand) we would have less crime. These are matters about which there is difference of opinion. There will be little difference of opinion with him on those pages where he emphasizes the need of objective social work in dealing with problems and of scientific scrutiny in analyzing them.

Excepting a chapter on accidents (which should be next his discussion of the physically handicapped) and another on introductory concepts, the first ten chapters deal with the economic aspects of social pathology. Later in the book is a chapter on standards of living which is also of the economic approach. Nine chapters are given over to physical and mental health and methods of treatment. To many students of social problems this emphasis on the primary phases of pathology will be welcome. Some would take the view that crime, to which three chapters are devoted, is but a symptom of health or economic problems. The final six chapters deal with problems of the family, of racial and national groups, the community and finally with social legislation. There is a final, but not important, chapter on "the hope of progress." NELS ANDERSON
Seth Low Junior College

Health on the Job

INDUSTRIAL HYGIENE FOR ENGINEERS AND MANAGERS, *by Cary P. McCord, M.D. Harper's. 326 pp. Price $5 postpaid of The Survey.*

IT IS estimated that 90 percent of industrial establishments employ less than five hundred men. Thus they fall into a group where the consistent practice of measures to improve the well-being of employes, of industrial hygiene in short, is still apt to be regarded in the light of an unnecessary affectation. The need for popularization of the aims and means of industrial hygiene is therefore great and save in the special field of accident prevention, has received too little attention.

One turns hopefully to Dr. McCord's book, whose title seems to indicate that it was written with the need for a popular treatise in mind. The author has had a wide industrial experience and has something to say upon practically all topics within the scope of his subject but it must be admitted that as a practical handbook Industrial Hygiene for Engineers and Managers is disappointing in many respects. Perhaps its chief fault is that it makes broad assumptions of pre-existing knowledge of industrial hygiene on the part of readers. This may be because the book is made up of material presented to classes of students in engineering who may well have been familiar with many aspects of the subject, but the fact remains that much important material is omitted. The instruments used in controlling factory ventilation, for instance, are merely given passing mention, with no word of description or method of use. The comfort zone, an important and valuable conception in ventilation, is mentioned without any explanation of its meaning. Fatigue is discussed without any reference to long hours, rest periods or improved techniques. Then, too, there is not a good sense of the relative importance of the various topics. Fifty pages, for instance, are given to mutual benefit associations which are not primarily concerned with hygiene, and four to air conditions which are of the utmost importance to industrial health.

This is not to say that the book does not present some valuable material. One useful section is that giving an alphabetical list of

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agents that have proved to be the source of occupational diseases. The chapter on first aid to the injured is also satisfactorily complete but in general the author has not done himself justice. Treatment of topics is too often superficial and the material has been assembled with too little discrimination.

ADELAIDE ROSS SMITH, M.D.
New York State Labor Department

Behavior

STUDIES IN THE DYNAMICS OF BEHAVIOR, *by Calvin P. Stone, Chester W. Darrow, Carney Landis and Lena L. Heath. Edited by Karl S. Ashley. University of Chicago Press. 315 pp. Price $5 postpaid of The Survey.*
THE EVOLUTION OF HUMAN BEHAVIOR, *by Carl J. Warden. Macmillan. 234 pp. Price $3 postpaid of The Survey.*

THE Behavior Research Fund of Chicago is responsible for the excellent group of Studies in the Dynamics of Behavior dealing with emotional relationships. There are three experiments in social control investigating the origin, nature, stability and significance of emotions for social adaptation. Calvin P. Stone discusses Wildness and Savageness in Rats of Different Strains, seeking the genetic origins of temperamental differences and their possible modifications. Even wild rats may be changed by systematic training and hunger motivation. Darrow and Heath present a study of the Reaction Tendencies Relating to Personality, based upon the electrical responses of the body to various emotional stimuli. The reaction tendencies as related to various temperamental traits reveal no demonstrable relationships of predictive value. Dr. Landis in An Attempt to Measure Emotional Traits in Juvenile Delinquency raises the entire question of the emotional constitution as a significant factor in delinquency. He answers his own question by saying the present methods of analytical investigation of emotionality and psychopathy are entirely unsatisfactory and unenlightening.

Studies of this character, scientific, unbiased, searching and intelligent should receive wide reading and particularly among those who can always find ample data to prove almost anything they wish in the realm of human behavior while careful investigators and students continue to demand more thorough study and more valid data.

THE problem of human evolution always interests. What is unknown becomes the basis of conjecture and theory. Why man is what he is and why he does what he does represents his differentiation from other species. Professor Warden approaches the problems of behavior from the standpoint of the development of intelligence, and in making the psychological approach he has made ample use of sociological and anthropological data. There is an excellent balance of the two factors in evolution, germinal plasticity and environmental pressure. Man's present status supplies ample evidence of the conflicts that have been and are engendered by the conditions of modern civilization. Breadth of reasoning, open-mindedness and enthusiasm without dogmatism make this book especially useful and stabilizing in an era when people are divided into fantastic camps fighting with conviction but with as little certain knowledge of what it is all about as was attributed to the glorious Battle of Blenheim.

IRA S. WILE, M.D.
New York City

The Negro Vote

RACE, CLASS AND PARTY, *by Paul Lewinson. Oxford University Press. 302 pp. Price $3.75 postpaid of The Survey.*

THIS history of Negro suffrage and white politics in the South is easily the most illuminating study yet written of the franchise south of the Mason-Dixon line, if for no other reason than that it invariably associates cause and effect. Mr. Lewinson shows that the Negro, through the Reconstruction period and almost to date, has been a bone of contention in a class feud between the poor whites and the patrician whites, and that the severest political restrictions of the Negro have been the result of "the agrarian revolt of the poor whites which sent the Tillmans and the Heflins to the seats of power." The study shows that the Negro was well on the way to gaining real political power, and contrary to general opinion was a factor in the Democratic as well as the Republican Party, when this reactionary movement set in in earnest in the 1890s with a flood of disfranchising legislation in southern state legislatures.

Mr. Lewinson's analysis shows that the Negro vote is still potentially the natural balance of power in any widespread factional politics in the South, be it between parties or classes or wings of the same party. In local politics in given communities, the Negro vote has already been courted and used as such a factor.

Mr. Lewinson's study just hints at some significant signs of change; six months' delay in publication might have brought some of them significantly over the horizon. While the book was in press, the Supreme Court for the second time declared the restrictions of the Texas "white primary" law unconstitutional. So this study has the advantage of bringing fresh historical perspective at a crucial moment; at what may well be a turning-point in the movement for disabling the Negro politically. With the imminent bankruptcy of formal legal restrictions and renewed political activity on the part of the Negro himself, intelligent public opinion will need the impartial information and the balanced judgment of this competent and liberal analysis.

ALAIN LOCKE
Howard University, Washington, D. C.

RUN OF THE SHELVES
A DESCRIPTIVE LIST OF THE NEW BOOKS

SMALL LOAN LEGISLATION. *A History of the Regulation of the Business of Lending Small Sums, by David J. Gallert and Walter S. Hilborn of the New York Bar and Geoffrey May of the Inner Temple, London. Russell Sage Foundation. 255 pp. Price $3 postpaid of The Survey.*

THIS "history of the regulation of the business of lending small sums" is the third volume in the Small Loan Series edited for the Sage Foundation by Louis N. Robinson.

THE HISTORY OF AMERICAN ECONOMIC LIFE, *by Edward G. Kirkland. F. S. Crofts. 767 pp. Price $5 postpaid of The Survey.*

THIS is an impartial and yet critical study of the economic history of this country which is not in general suspected of having an economic history. Not alone the student but the average tired business man will find much material to give him a broader outlook.

PROBLEMS OF CITY LIFE, *by Maurice R. Davie. John Wiley. 730 pp. Price $4.50 postpaid of The Survey.*

THIS picture of modern urban life would serve well as a textbook for either classroom or adult forum for the discussion of the possibilities and problems of the life which concentration of population produces. Not so much a thorough work on urban sociology as a fact basis for an urban sociology which remains to be written.

PROCEEDINGS OF THE WORLD CONFERENCE ON WORK FOR THE BLIND. *Edited by Helga Lende, Evelyn C. McKay and Sherman C. Swift. Published for the Conference by the American Foundation for the Blind, Inc., 125 East 46 Street, New York. 558 pp. Price $5 postpaid of The Survey.*

THE well-arranged, carefully indexed record of the notable international gathering held in New York in April 1931. The assembled papers and discussion constitute a report on the present status of the care and education of the blind which has lasting reference value.

PSYCHOLOGY TODAY. *Lectures and Study Manual, edited by Walter V. Bingham, chairman, Committee on Psychology, The National Advisory Council on Radio in Education. University of Chicago Press. 454 pp. Price $1.50 postpaid of The Survey.*

THIS compilation of a well-organized course of thirty lectures which were on the air under the direction of The National Advisory Council on Radio in Education, is an excellent introductory book, particularly when used with the manuals and supplementary aids to study that constitute its second section.

REGIONALISM IN FRANCE, *by R. K. Gooch. Century. 128 pp. Price $1.75 postpaid of The Survey.*

THIS publication of the University of Virginia Institute for Research in the Social Sciences represents a conscientious analysis of the struggle in France for the creation of regional units free to

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carry out projects in common and without the sanction of the central government. It shows how fear on the part of the central government of losing political control hampers regional development.

BUSINESS OPPORTUNITIES FOR WOMEN, *by Catherine Oglesby. Harpers. 297 pp. Price $2.50 postpaid of The Survey.*

SUCCINCT estimates, a little on the optimistic side, of what some twenty different callings hold for women, with outlines of the equipment and personality conducive to success. Social Service is sandwiched between Selling and Stores. After a brief but clear and fair statement of background requirements and financial prospects in a dozen specialized social-work fields the author concludes, "So complex, so new is the work that not many businesses or professions offer as generous opportunities to women seeking careers."

MANAGING MINDS, *A Practical Psychology for Vocational Teachers, by Charles R. Allen, and Harry A. Tiemann. Century. 282 pp. Price $2.50 postpaid of The Survey.*

A PSYCHOLOGICAL approach, based upon experience rather than theory or scientific bases characterizes this volume. It affords a check upon mental processes and habits among the possibilities and probabilities of personnel relations. There is some stress upon conference methods and the effective influences upon group approaches. The text is designed for vocational counsellors to whom it should appeal because of its sound common-sense and stimulating constructive suggestions.

THE PROFESSIONAL BOYS' WORKER IN THE Y. M. C. A., *by Owen E. Pence. Association Press, 347 Madison Avenue, New York. 108 pp. Price $1.50 postpaid of The Survey.*

MATERIAL for this exhaustive occupational study was drawn from the files of the Personnel Division of the National Council of the Y. M. C. A. It outlines the field of work, with its ramifications in other organizations and in the community, analyzes the men at work in the field, their qualifications and special skills,—"these men *are* the profession"—and goes into considerable detail in the matter of salary scales. The final chapter, The Professional Outlook, discusses with admirable objectivity the kinds of opportunities that exist, the conditions of service, the standards thus far set up and the basis of group solidarity. The whole study is an example of the kind of analysis by which social work, little by little and bit by bit, is climbing to professional status.

White House Conference Volumes

ORGANIZATION FOR THE CARE OF HANDICAPPED CHILDREN. *Report of the Committee on National, State and Local Organization for the Handicapped. Kate Burr Johnson, chaiman. Century. 432 pp. Price $2.75 postpaid of The Survey.*

MILK PRODUCTION AND CONTROL. *Communicable Diseases, Public Health Supervision—Nutritional Aspects, Economic Aspects. Report of the Committee on Milk Production and Control. H. A. Whittaker, chairman. Century. 392 pp. Price $3 postpaid of The Survey.*

THE SCHOOL HEALTH PROGRAM. *Report of the Committee on the School Child. Thomas D. Wood, M.D., chairman. Century. 400 pp. Price $2.75 postpaid of The Survey.*

GROWTH AND DEVELOPMENT OF THE CHILD. *Part IV. Appraisement of the Child I. Mental Status, II. Physical Status. Report of the Committee on Growth and Development. Kenneth D. Blackfan, M.D., chairman. Century. 344 pp. Price $2.75 postpaid of The Survey.*

CHILD LABOR. *Report of the Subcommittee on Child Labor. Ellen Nathalie Mathews, chairman. Century. 560 pp. Price $5 postpaid of The Survey.*

THE DELINQUENT CHILD. *Report of the Committee on Socially Handicapped-Delinquency. Frederick P. Cabot, chairman. Century. 499 pp. Price $3.50 postpaid of The Survey.*

SOCIAL HYGIENE IN SCHOOLS. *Report of the Subcommittee on Social Hygiene in Schools. William F. Snow, M.D., chairman. Century. 59 pp. Price 50 cents postpaid of The Survey.*

SAFETY EDUCATION IN SCHOOLS. *Report of the Subcommittee on Safety Education in Schools. Albert W. Whitney, chairman. Century. 61 pp. Price 50 cents postpaid of The Survey.*

CHILDREN'S READING. *A Study of Voluntary Reading of Boys and Girls in the United States. Report of the Subcommittee on Reading. Carl H. Milam, chairman. Century. 90 pp. Price 75 cents postpaid of The Survey.*

HOME AND SCHOOL COOPERATION. *Report of the Subcommittee on Cooperation of Home and School. Mrs. A. H. Reeve, chairman. Century. 122 pp. Price 75 cents postpaid of The Survey.*

EDUCATION FOR HOME AND FAMILY LIFE. PART II, IN COLLEGES. *Report of the Subcommittee on Preparental Education. Anna E. Richardson, chairman. Century. 128 pp. Price $1 postpaid of The Survey.*

HOSPITALS AND CHILD HEALTH: *Hospitals and Dispensaries, Convalescent Care, Medical Social Service. Reports of the Subcommittees on Hospitals and Dispensaries, Clifford G. Grulee, M.D., chairman; Convalescent Care, Adrian V. S. Lambert, M.D., chairman; Medical Social Service, Ida M. Cannon, R.N., chairman. Century. 279 pp. Price $2.50 postpaid of The Survey.*

COMMUNICATIONS

Xscray fon de Chest

TO THE EDITOR: The vacation season is at its height. My client, Mrs. Diamond, is well versed in the benefits to be derived from country care and writes a pleading letter that she and daughter Fanny be sent away. Shades of Milt Gross!

"My dear Miss Rubinow

A want [I went] tuday met Fanny to board of healt department to faindet aut wat doktor sas about ho xscray fon de chest and doktor sas se needet lada fresch air and gut food ses orait [all right] ysen [isn't] tu laid to goeng awai pleasure [please you] rekomand me to Miss Miller for contry care Miss Balis hoit was doktor toll me ysen [isn't] tu lait am and [on] de lest fon long ego 12 august and 26 de goeng awai pleasure [please you] M. Rubinow trai a [I] schold goen an main haus ys [is] orfle haat.

"Sincerely yors

"Miss Diamond

"please let me nou

"gut bai"

Beth Israel Hospital, Newark, N. J. LEONORA B. RUBINOW

Nonwedlock

TO THE EDITOR: For at least a generation feminists and social workers have protested the implications of such phrases as "illegitimate child," "illegitimate family" and "illegitimate birth." They have wished so far as possible to remove from the child an undeserved stigma carried by a term which applies rather to such a child's parents or, still more strictly, to their extra-legal, unsanctioned mating. To evade these phrases, however, the English-speaking liberal thinker had only a choice between the legalistic and good old English word *bastard*, which now carries even uglier stigma as an epithet, or the awkward circumlocution "child born out of wedlock." The usage of inheritance law, in which the property status rather than the social status of the person is involved, may further perpetuate the word "illegitimate." As a result, one notices little abatement in the official use of the "illegitimate" phrases.

The need for a single non-technical word for this social status, accurate but objective—that is, without emotional or epithet value—seems, after some testing, to be adequately met by the adjective "nonwedlock," as applied to any child of unmarried parents; and (if convenient) to his parents as well, even though one of said parents be legally married to a third person.

Northwestern University THOMAS D. ELIOT

Do What You Like to Do

TO THE EDITOR: I want to thank you for the caption under the picture of the workman on page 351 of the August Graphic number and more especially for the article by Eleanor Wembridge —Physic for Doctors. I have held for many years that people not hopelessly lazy or impractical, should do what they like, if they can find out what they like.

My own case bears it out: educated in an era when few avenues lay open to women (apparently), I was fairly driven into teaching which at first I liked more than I had anticipated. But on returning to it after about eight years of married life, and driven by necessity into a harder and stricter school system than that in which I had been brought up, I found myself hating it year after year more and more for about ten years. Then the "sabbatical leave" institution came to my aid; during one, two years ago, I determined to make a change if it could be done, absolutely driven to it by health conditions induced by my teaching position, not nerves, continual

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colds caused by duty in wind-swept playgrounds where a supervising teacher in her forties cannot exercise and keep warm as well as her charges. After failing to obtain work in the South, I tried for it in the North, work in child care, not involving elaborate and constantly changing curricula, nor criticisms of unimportant minutiæ. It was not of children or books I had tired. Miraculously I got it immediately, *charge* of an institution—and I an institutional neophyte. Instead of constant criticism, I have received almost none and that I did in so tactful a form I could hardly recognize it usually. Amidst a score of problems which other folks marvel at, I find peace. *I am doing what I love to do.* That is all. I am happy and I think the children are happier than they had been under my other superintendent, anyhow they had been crazy bad under the former two. All success to the campaign for round pegs in round holes.

SUBSCRIBER

"Vote for Repeal"

TO THE EDITOR: Just now "Out from Confusion" would appeal to me much more applied to America than to Russia! Before prohibition there were in our little seaport town of fifteen thousand, three breweries, a distillery and between fifty and a hundred saloons—under license! The first state prohibition law had been repealed, as my Congregational minister told me, because it was teaching disrespect for law, and license was in its place when I returned to New Hampshire after more than twenty years in another state. *License failed utterly.*

Portsmouth is a changed city today. Every business man knows it, but in face of the plain facts and proofs the "wets" will boldly state there is as much liquor sold today as before prohibition! I have not seen a single staggering drunk in the past twelve years. This very month a motor accident on this street (Middle) resulted in four people being taken to the hospital. There was no collision—the driver "lost control" of his car. At the hospital the occupants of the car were so boisterous and drunk (a bottle of liquor was found in the car) that the police were notified and the four were taken to the police station for the night. The smashed car bore the placard, "Vote for Repeal of the Eighteenth Amendment." I get comfort and truth from the church papers—Christian Register, Congregationalist, Zion's Herald and The Christian Science Monitor, but not from the big daily newspapers.

I can't understand why The Survey readers should not have the benefit of the results of the army of social workers' observations as to the drink evil on their communities—wet or dry! Jane Addams and Raymond Robins are unafraid to speak fearlessly!

I enclose cheque for Survey as per enclosed bill.

Portsmouth, New Hampshire (MISS) J. F. FRESCOTT

Household Employment

TO THE EDITOR: At a meeting of the Committee on Household Employment of the Chicago Y. W. C. A., a woman with many years' experience as a household employe in England and in this country called attention to the article in the April Survey Graphic entitled, So She Wants to be a Nurse by Katharine Faville, and especially to the sentence: "Among more than two hundred thousand of us in the United States it is possible to find any kind of a person you wish, or even do not wish—rich ones, poor ones, women who represent the highest type of culture and education, and regretfully we say it, even women who are as ignorant as the average kitchen servant."

This Committee is composed of employers and of employes who are studying household employment seriously, as Miss Faville says another group is studying nursing, and who are attempting to create a public opinion which will support "standards" in household employment so that it too may "promise a real future to the well-qualified, capable person." Whether or not the household employes on this committee are "average" we do not know, but we do know that they are not so conspicuously "ignorant" as to be used for Miss Faville's horrible example of the depths from which some nurses come. Among them are highschool graduates handicapped by race, young women with equivalent education or more in Germany or Czechoslovakia, and others with less formal education who read The Survey—most of them women of "culture." The whole Committee, including employers as well as employes, regret that any article in The Survey should refer to the workers in this occupation in such a way as to perpetuate the contemptuous attitude on the part of the public which is one of the difficulties to be overcome in attaining a professional status here as it has been in nursing.

We are enclosing a copy of a brief biennial report from this Committee to the National Industrial Assembly of the Y. W. C. A., a report written by one of these "kitchen servants" who is now studying adult education through the aid of nine months' European travel arranged by Pocono Educational Tours.

EVA KIMBALL (Mrs. Ralph R. Kimball)
Chairman, Committee on Household Employment.
Metropolitan Industrial Secretary. ANNETTA M. DIECKMANN

We Mixed Them Genders Up

TO THE EDITOR: I suspect Arlien Johnson will be a bit startled when she reads the review of her book on page 380 of the August 15 Survey. The review begins, "Mr. Johnson's study." I think Arlien is a young lady!

Didn't my review begin, "*Dr.* Johnson's study"? If it did, and if your research department ascertains that the gender is feminine, don't you want to write her an illuminated address or (as a substitute) a brief note on the subject? If you can convict me of sin from my manuscript, I'll write the note. The main thing is, I don't want her to think I didn't know she wasn't a lady (if she is). All this is a bit complicated and recalls the speaker who began, "Friends—I will not call you ladies and gentlemen for I know you too well!"

ARTHUR DUNHAM
East Orland, Maine

Said of The Survey

TO THE EDITOR: Just back from summer teaching in California, I am trying to catch up on Survey reading. The first article I have read is Leon Whipple's in the August Graphic—Midsummer Night's Plan; and I take my pen in hand to say that I am with you—110 percent. Indeed I feel so stirred that I almost want to write all those books myself, or a good half. But I fear I won't get the time. Anyhow—best wishes to you!

HENRY NEUMANN
Ethical Culture Society of Brooklyn

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GOSSIP: of People and Things

Social Error

NO one enjoyed more than Mrs. John M. Glenn herself the manner in which she was set right—oh so delicately—in a little matter of social usage at the White House. It was at the charming tea given by President and Mrs. Hoover to the Conference on the Welfare and Relief Mobilization of 1932. After greeting the host and hostess in the Blue Room the guests paused for a sumptuous tea in the state dining-room, then drifted out through the long windows to the terrace atop the office corridor. On either side stretched the lovely White House grounds, gilded by the setting sun. The whole scene was colorful and animated. The better to enjoy it Mrs. Glenn dropped into a chair beside a window in a corner of the dining-room. Even after the President and Mrs. Hoover added their presence to the company Mrs. Glenn retained her vantage point for viewing the whole picture. Retained it, that is, until a Washington friend, wife of one of the elegant white-clad aides, approached and with all the suavity and finesse of which the wife of an elegant white-clad aide is capable intimated that sitting down when the President is standing up is one of those things that just isn't done at the White House. So Mrs. Glenn took the rest of the tea-party standing up.

VIRGINIA nurses are rejoicing in the achievement of state headquarters, a goal toward which they have been working for three years. The office is at 3915 East Broad Street, Richmond, with Jessie Wetzel Ferris, half-time executive secretary, in charge.

DR. WILLIAM L. RUSSELL, professor of psychiatry at Cornell University, will deliver the Thomas W. Salmon Memorial Lectures for 1933. The first lectures of the memorial were given last spring by Dr. Adolf Meyer of Baltimore. Dr. Russell is credited with having "discovered" Dr. Salmon and with being instrumental in securing him as the first medical director of the National Committee for Mental Hygiene.

HELEN G. TAYLOR of Richmond, seasoned social worker has been appointed director of mothers' aid in Virginia. The appropriation of $25,000 by the recent General Assembly of Virginia will give to this work a degree of form and substance which it has not previously had although the law has been on the statute books for some ten years.

THE Buffalo Council of Social Agencies, casting about for a successor to David C. Adie, who, as previously told in Gossip, has assumed executive direction of the New York State Department of Social Welfare, made the happy choice of Paul L. Benjamin who resigned as executive secretary of the Social Hygiene Society of the District of Columbia to take the proffered job. P. L. B. has many distinctions, not the least of which, say we modestly, is that of alumnus of The Survey. Just before Washington got the bad news of his resignation The News, in an editorial, The Coming Winter, said "Last winter the courage of one man forced on the attention of reluctant officialdom the certainty of desperate want in the National Capital this year if public money were not provided in large sums to prevent it. That man was Paul L. Benjamin, then executive secretary of the District Committee on Employment. He incurred wrath in high places and solid opposition except from the social workers, who massed behind him."

BENJAMIN GLASSBERG, recently executive director of the Federated Jewish Charities of Milwaukee, has been appointed superintendent of the Department of Outdoor Relief of Milwaukee County.

MABEL J. RUE has resigned as director and Sena Anderson as assistant director of the Home Hygiene and Care of the Sick Service of the American Red Cross.

Back to Normal

THE Department of Special Studies of the Family Welfare Association of America, set up as part of a temporary emergency program, finished its year's work in midsummer. Its completed projects include six issues of a monthly summary on unemployment relief methods, a study of community planning for homeless men and boys, a handbook on the organization and administration of public-relief methods, a pathfinding study of public relief and field studies of nine public-relief agencies. Two of the department's staff who were on leave have now returned to their regular jobs, Arthur Dunham to the Public Charities Association of Pennsylvania and Margaret Wead to the New York Travelers Aid Society. Rose Porter remains with the Association as associate field director for the Great Lakes region with headquarters in Chicago.

EARL N. PARKER, erstwhile director of the Springfield, Ill., Community Chest, recently in the field for the Illinois Emergency Relief Commission, has gone to Detroit to the staff of the Council of Social Agencies.

MARY E. STEBBINS of Lebanon, Mo., public-health executive, home economist, vice-president of the Missouri State Nurses' Association, for nine years health education specialist of the agricultural extension service of the University of Missouri, has been appointed to the staff of the Missouri Commission for the Blind, succeeding Francia Baird Crocker.

THE Milwaukee Mental Hygiene Council has recently acquired as its medical director Dr. R. A. Jefferson who for the past four years has been associated with Dr. Frank G. Ebaugh at the Colorado Psychopathic Hospital, Denver. Since the Milwaukee Council was organized in 1930 its program has been largely educational and it has had only one regular worker, June J. Joslyn, the executive secretary. Its administration of mental hygiene in the Visiting Nurse Association of Milwaukee is carried on under the direction of Margaret R. Leavitt, mental-hygiene supervisor. The Council is supported by a trust fund provided by the late Dr. William F. Becker, for many years a practicing psychiatrist in Milwaukee.

THE Central Committee of the American Red Cross has elected William Fortune, chairman of the Indianapolis Chapter, to its membership to succeed the late Mrs. Frank V. Hammar of St. Louis.

JOHN SLAWSON, for the last four years executive director of the Jewish Welfare Federation of Detroit, has been appointed director of the Jewish Board of Guardians of New York, a large and influential organization for the study, treatment and control of juvenile delinquency among Jews. Succeeding Mr. Slawson in Detroit is Kurt Peiser, for six years executive director of the United Jewish Social Agencies of Cincinnati.

BALTIMORE'S Municipal Commission on Employment Stabilization has lost a bright and shining light, John P. Troxell, who returns to his first love, teaching, as associate professor of economics at Duke University.

THE United Parents Associations of New York is all set for the winter with a new executive secretary, Margaret Lighty, formerly with the Bellevue-Yorkville Health Demonstration, and a new vocational director, Esther L. Brown, formerly of the Russell Sage Foundation.

AND speaking of the R. S. F.—it has just welcomed home Anne F. Geddes of its department of statistics, who has been in Washington for six months with the Children's Bureau to help get going the statistical service on relief which the Foundation bequeathed to the Bureau early last spring. All the statistical work of the Bureau is now under the competent direction of Emma A. Winslow who had a large professional finger in the recent child-welfare surveys in New Jersey and who in past years has been associated with various projects identified with the American Child Health Association.

Lucky Fairfield

IF The Survey were a resident of Fairfield, Conn., these bright autumn days it would shake hands with itself for living in a town lucky enough and smart enough to catch Miriam Steep for director of its brand new Community Chest. For two years—those were the happy days—Mrs. Steep was on the staff of the membership department of Survey Associates so we know all about her ability as an organizer and her talent for good hard work and we well remember what a nice cheerful person she was to have around the shop.

HARRIET HARRIS, treasured nutrition worker under the wing of the New York A. I. C. P. at the Columbus Hill Community Center, has been enticed to Ohio to the faculty of Wilberforce University. Ann Bass, Hampton Institute graduate, succeeds her.

(Continued on page 528)

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DIRECTORY OF SOCIAL AGENCIES

Child Welfare

CHILD WELFARE LEAGUE OF AMERICA — C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

NATIONAL CHILD LABOR COMMITTEE — Courtenay Dinwiddie, General Secretary, 331 Fourth Avenue, New York. To improve child labor legislation; to conduct investigation in local communities; to advise on administration; to furnish information. Annual membership, $2, $5, $10, $25 and $100 includes monthly publication, "The American Child."

Foundation

RUSSELL SAGE FOUNDATION — For the Improvement of Living Conditions — Shelby M. Harrison, dir.; 130 E. 22nd St., New York. Departments: Charity Organization, Delinquency and Penology, Industrial Studies, Library, Recreation, Remedial Loans, Statistics, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Home Economics

AMERICAN HOME ECONOMICS ASSOCIATION — Alice L. Edwards, executive secretary, 620 Mills Bldg., Washington, D. C. Organized for betterment of conditions in home, school, institution and community. Publishes monthly Journal of Home Economics; office of editor, 620 Mills Bldg., Washington, D. C.; of business manager, 101 East 20th St., Baltimore, Md.

Recreation

NATIONAL RECREATION ASSOCIATION — 315 Fourth Ave., New York City. Joseph Lee, president; H. S. Braucher, secretary. To bring to every boy and girl and citizen of America an adequate opportunity for wholesome, happy play and recreation. Playgrounds, community centers, swimming pools, athletics, music, drama, camping, home play, are all means to this end.

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AMERICAN SOCIAL HYGIENE ASSOCIATION — 450 Seventh Ave., New York. To provide a better understanding of the social hygiene movement; to advance sound sex education; to combat prostitution and sex delinquency; to aid public authorities in the campaign against the venereal diseases; to advise in organization of state and local social-hygiene programs. Annual membership dues $2.00, including monthly journal.

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC. — Dr. William H. Welch, honorary president; Dr. Charles P. Emerson, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 450 Seventh Avenue, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year; "Mental Hygiene Bulletin," monthly, $1.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING 450 Seventh Avenue, New York, N. Y. Katharine Tucker, R.N., General Director. Organized to promote public health nursing, establish standards, offer field advisory service, collect statistics and information on current practices. Official monthly magazine: *Public Health Nursing.*

NATIONAL SOCIETY FOR THE PREVENTION OF BLINDNESS — Lewis H. Carris, Managing Director; Mrs. Winifred Hathaway, Associate Director; Eleanor P. Brown, Secretary, 450 Seventh Avenue, New York. Studies scientific advances in medical and pedagogical knowledge and disseminates practical information as to ways of preventing blindness and conserving sight. Literature, exhibits, lantern slides, lectures, charts and co-operation in sight-saving projects available on request.

NATIONAL TUBERCULOSIS ASSOCIATION — 450 Seventh Ave., New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. Journal of the Outdoor Life, popular monthly magazine, $2.00 a year; American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

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Religious Organizations

THE GIRLS' FRIENDLY SOCIETY OF THE U. S. A. — 386 Fourth Avenue, New York City. A non-sectarian, character-building organization for girls, sponsored by the Episcopal Church.

NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS — Mrs. Frederic M. Paist, president; Miss Anna V. Rice, general secretary; Miss Emma Hirth, associate secretary; 600 Lexington Avenue, New York City. This organization maintains a staff of secretaries for advisory service in relation to the work of 1,273 local Y.W.C.A.'s in the United States with industrial, business, student, foreign born, Indian, colored and younger girls. It has 63 American secretaries at work in 35 centers in 12 countries in the Orient, Latin America and Europe.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK — Frank J. Bruno, president, St. Louis; Howard R. Knight, secretary, 82 N. High Street, Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixtieth annual convention of the Conference will be held in Detroit, June 11–17, 1933. Proceedings are sent free of charge to all members upon payment of a membership fee of five dollars.

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(Continued from page 526)

RECENTLY organized in Chicago is the Society for Personality Study consisting of a hand-picked group of one hundred of "the best students of personality problems and human behavior connected with various scientific and educational institutions in and around the city." The group which includes psychiatrists, psychologists, sociologists, educators and physiologists aims to "integrate the sciences in a scientific body devoted to the study of personality in all its phases, normal and abnormal, child and adult." Dr. Meyer Solomon, neurologist of the Northwestern University Medical School, is the president, Prof. Ernest W. Burgess of Chicago University the vice-president and Dr. Paul L. Schroeder of the Institute for Juvenile Research, the secretary and treasurer.

The Tea Line

THE Survey's blond conference trotter, Ruth Lerrigo, varied her European pleasuring this past summer with a lecture course at Oxford University where the ladies of the town extended various social courtesies to the foreign students. Panoplied with an invitation, R. L. betook herself one fine day to a stately portal where she confidently believed that tea awaited her. But the portal opened only long enough for the butler to say, "Your tea's been postponed, Miss. The ladies from the almshouse is here today."

AN interesting working agreement between the Simmons College School of Social Work and the Boston Council of Social Agencies brings Alice Channing, with a fresh Ph.D. from Chicago University, to both staffs. At Simmons she is supervisor of special studies, and at the Council she is associated with the research department. Under the arrangement students of the school, including candidates for the degree of master of science, will work on special projects planned by the department and closely related to the needs and concerns of the social agencies.

THE experimental course given last year at Teachers College under the wing of the day nursery organizations, local and national, in New York, was so well received that it will be repeated this year and extended through both semesters. Child development will be studied from the standpoint of the child as a member of the family unit. For details consult the Child Development Institute, Teachers College, 514 West 126 Street, New York.

SKIPPING through the south on the nose of a hurricane was the recent job assignment of Maurice Reddy, disaster relief man of the American Red Cross. The idea was to have Mr. Reddy on the spot when the threatened hurricane got down to business, but though he was just one jump ahead of the weather predictions from Miami to Cape Hatteras he never landed a disaster worthy of his prowess.

ALL the bristling background of money-raising and health-education experience possessed by Bernard C. Roloff, erstwhile social hygiene executive, recently director of the Chicago Polyclinic Medical Center, is to be turned to developing the American Mouth Health Association which has its headquarters in Minneapolis. The association of which Mr. Roloff is the new executive secretary, was organized in 1928 and is now launching an active campaign of public education against all the diseases to which the human mouth is heir.

THE indefatigable Maud Bryan Foote, secretary of the New Jersey Conference of Social Work, aided and abetted by the Conference's Committee on Training headed by the equally indefatigable Dr. Ellen C. Potter, has arranged for special courses this winter at Dana College, Newark, open to social workers and laymen concerned with effective community planning. For instructors the committee has secured Eduard C. Lindeman and Henry W. Thurston of the New York School of Social Work, Nels Anderson of New York University and Dr. George H. Lathrop of Columbia University.

DR. I. C. RIGGIN, former secretary of the American Heart Association, has a new job as director of county health work in Virginia.

THE Professional Council of Jewish Social Workers of Newark, N. J., has chosen as its president Benjamin L. Winfield, executive director of the Jewish Children's Home.

BORN in Kansas, with an experience of thirty years in all sorts of Y. M. C. A. work, John Ellis Manley has been appointed general secretary of the National Council of the Y. M. C. A., the fourth incumbent of the office since it was created sixty-three years ago. He succeeds Fred W. Ramsey, who was appointed on the retirement of John R. Mott in 1928. Mr. Manley has recently been general secretary of the Pittsburgh Y. M. C. A.

ROADSIDE Settlement in Des Moines has recently lost the services of Edith Gill and Helen C. Judd who have been associated with its work for five years, the former as resident director and the latter as director of girls' work.

BALTIMORE has drafted Dr. Harry Stoll Mustard from the Tennessee State Department of Health to take charge of a newly created public-health district where, by means of a grant of $25,000 from the Rockefeller Foundation, an experiment will be made in the training of public-health workers. Baltimore has a new health commissioner too, Dr. Huntington Williams, until last year associated with the New York State Department of Health, who is succeeding the late Dr. C. Hampson Jones.

DR. HERBERT E. CHAMBERLAIN, who recently resigned as director of the child-guidance clinic of the board of education of Minneapolis, has been appointed associate professor of psychiatry in the department of pediatrics, Division of Biological Sciences, University of Chicago. In this capacity he will assist in a study of delinquent children in Chicago for which wide medical cooperation is assured and which will include an adequate child-guidance clinic.

OUT of the ranks of the volunteers the United States Probation System has plucked Edwin B. Zeigler for appointment as U. S. probation officer for the southern district of Mississippi, with headquarters at Jackson. Mr. Ziegler wrote his master's thesis at Emory University, Atlanta, on material assembled while serving as a volunteer probation officer in the U. S. court for the northern district of Georgia. J. Noble White, identified with Boy Scout work, has also joined the U. S. probation forces as officer for the western district of Louisiana with headquarters at Monroe.

ON the brink of a radical reorganization of the School of Nursing of Western Reserve University, Marion H. Howell has accepted the appointment of dean, succeeding Nellie X. Hawkinson, with the express stipulation that this is to be a try-out for a year only. The School of Applied Social Sciences, where she taught public-health nursing, has given her leave of absence during the experimental period. The proposed reorganization of the school would put the nursing services of the four hospitals in the university group under the general direction of the dean, to the end of achieving a closer correlation of theory and practice. Miss Howell is an alumna of Lakeside Hospital and of the Western Reserve public health nursing course.

HARRY B. WILSON who resigned last year as national director of the American Junior Red Cross, died recently at his home in Berkeley, Cal.

THE Rev. Ross W. Sanderson, who for three years has been connected with the Institute of Social and Religious Research in New York and who once upon a time helped organize the Community Chest in Wichita, Kan., has gone to Baltimore as executive secretary of the Council of Churches and of various affiliated organizations concerned with religious education.

A Good Job Finished

THE last lap was the hardest, but hard or not hard the American Nurses' Association has paid the last cent of its pledge and closed the account of the Florence Nightingale School in Bordeaux, France, the American nurses' memorial to those of their profession who died in service during the World War. The nurses adopted this memorial in 1920 and undertook to raise funds for the school building and dormitories. But building plans, as building plans will, so topped the original estimates that the fund raised was sufficient to do no more than complete the central building and one wing. This was finished and dedicated in 1922. In 1928 the American nurses undertook to raise enough money to complete the other wing. This was accomplished, and the wing dedicated last spring. Now the last bill has been paid. The new wing contains thirty-five rooms, each named for a state in the union. Several state nursing associations have already contributed to their state rooms some typical bit of furniture or ornament.

CLIFFORD W. BEERS, secretary of the National Committee for Mental Hygiene, has returned from two months in Paris where he sat in on the preliminary plans for the second International Congress on Mental Hygiene to be held in that city in 1935.

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